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**NORTH CENTRAL FLORIDA
COMPREHENSIVE REGIONAL POLICY PLAN**



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North Central Florida Regional Planning Council
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Gainesville, Florida 32601-1899

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I

INTRODUCTION

THE STATE-REGIONAL-LOCAL PLANNING PROCESS

After debating the issue of growth management during the 1984 session, the Florida Legislature concluded that: (1) growth and development issues transcend the boundaries and responsibilities of individual units of local government, and often no single unit can plan or implement policies to deal with these issues without affecting other units; (2) it is necessary to establish and integrate a planning system and to insure coordinated administration of governmental policies, especially those dealing with land use, water resources, and transportation system development; and (3) the preservation and enhancement of the quality of life of the people in the state requires that a State Comprehensive Plan be adopted and implemented by state and regional agencies.

As a result, the Legislature passed and Governor Graham signed into law, the "Florida State and Regional Planning Act of 1984"--an act which, for the first time in the State of Florida, establishes a planning process for the integration and coordination of goals and resources of the state through state and regional agencies, and local governments.

The intent of this act is that the State Comprehensive Plan guides state and regional policies, especially those dealing with land use, water resources, and transportation system development. It is intended that state agency functional plans be effectively coordinated to facilitate the orderly, positive management of growth consistent with the public interest. It is also intended that the implementation of state and regional plans enhance the quality of life of the citizens of the state.

The act requires the preparation of a state comprehensive plan, state land development plan, state water use plan, state agency functional plans, and comprehensive regional policy plans for the eleven designated regional planning councils.

THE STATE COMPREHENSIVE PLAN

The State Comprehensive Plan consists of several components: (1) a conditions, trends and needs document; (2) a policy document; and (3) a capital improvements program.

The first component analyzes the problems, opportunities and needs associated with the growth and development of the state and provides a

forecast of future conditions and trends based on expected growth patterns. This element is used to prepare goals and policies designed to "preserve and enhance the quality of life of the citizens of this state."

The second component, adopted by the 1985 Legislature, establishes statewide goals and policies covering 25 subject areas ranging from education to economic development to environmental protection and plan implementation. This element provides overall guidance to state agencies and regional planning councils for the preparation of the state agency plans and the comprehensive regional policy plans, respectively.

The third component provides estimates of future infrastructure needs that will result from expected growth patterns. The element includes recommendations for directing state expenditures in order to implement the growth management goals and policies of the State Comprehensive Plan.

STATE AGENCY PLANS

The State Land Development Plan, State Water Use Plan and state agency functional plans, which had to be prepared within six months to one year following adoption of the State Comprehensive Plan by the Legislature, include policies for guiding agency programs and functions, and objectives for measuring progress toward achievement of the State Comprehensive Plan goals and policies. These agency plans also identify infrastructure and capital improvement needs associated with the agency's programs.

COMPREHENSIVE REGIONAL POLICY PLANS

A third major part of the state-regional-local planning process is the comprehensive regional policy plans which are to guide activities within each of the eleven designated regional planning districts located within the state. These comprehensive regional policy plans, which are to be adopted by the respective regional planning councils by July 1, 1987, must include regional goals and policies that are consistent with and further the State Comprehensive Plan.

The rule (Chapter 27E-4, Florida Administrative Code) adopted by the Office of the Governor which guides the preparation and establishes the format of the regional plans requires these plans to include essentially four major elements: (1) a regional description element; (2) a regional issues element; (3) a goals, policies and standards element; and (4) an implementation element which includes three subsections dealing with growth management, intergovernmental coordination, and ongoing planning.

As the name implies, the first of these elements consists of a description of the region including past, current and forecasted conditions in terms of the region's natural, economic and social characteristics. This element will assist in establishing regional issues that are to be addressed more specifically in the second major element of the plan.

Utilizing the format of the State Comprehensive Plan, the regional issues element and the goals, policies and standards element include goals, policies and standards which address the identified regional issues. These are consistent with and further the state plan goals and policies.

As noted above, the fourth major element consists of three subparts: growth management; intergovernmental coordination; and ongoing planning. The growth management portion describes the manner in which the regional issues, goals, policies and standards are to be applied to enhance and encourage the preferred patterns of physical, social and economic growth, especially as they relate to "land use, water resources, and transportation system development." This section also includes a subsection which explains how the plan is to be used and interpreted, and provides direction on which goals and policies should take priority in cases of conflict.

The intergovernmental coordination portion identifies federal, state, regional or local actions necessary to implementation of the plan. The ongoing planning activities portion indicates any additional research needed to refine the plan and, specifically, to provide the basis for the development of standards.

LOCAL GOVERNMENT COMPREHENSIVE PLANS

The last, but certainly not least, part of the state-regional-local planning process is the local comprehensive plan. Mandated by Chapter 163, Florida Statutes, local plans are to primarily address the physical development of the state. Thus, the local plan format follows the traditional format first established in Florida by the "Local Government Comprehensive Planning Act of 1975." The 1975 act was amended in 1985 to incorporate changes required by the different pieces of growth management legislation passed in 1984 and 1985, including a requirement that local plans be consistent with state and regional plans prepared pursuant to Chapter 186, F.S. It will be through local plans that most of the state and regional policies dealing with the management of physical development concerns will be implemented.

NORTH CENTRAL FLORIDA COMPREHENSIVE REGIONAL POLICY PLAN

The following plan, prepared in accordance with Chapters 186, F.S. and 27E-4, FAC, contains the following elements: (1) a summary of the regional description element; (2) a regional issues element; (3) a goals, policies and standards element; and (4) an implementation element. The plan can be viewed at the Council offices and at libraries located within the region. A copy of the plan can be purchased at the Council's office in Gainesville. The plan is to be evaluated and, where appropriate, updated every three years. The first evaluation was conducted during 1990.

During the period of the first investigation (1955-1956) the regional groups were not yet formed, and the regional groups were not yet formed.

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REGIONAL DESCRIPTION ELEMENT

The following is a summary description of the natural, human, and economic systems, and of the urban and rural setting of the North Central Florida Region. A detailed description, which provides the basis for this brief summary, is available for viewing at the Council offices in Gainesville. Copies of the complete description can be purchased at the Council offices.

NATURAL SYSTEMS

The North Central Florida Region consists of 11 counties covering an area of 6,813 square miles. Two of the counties, Dixie and Taylor, border on the Gulf of Mexico. Inland counties in the region are Alachua, Bradford, Columbia, Gilchrist, Hamilton, Lafayette, Madison, Suwannee, and Union. The region is bounded by the Aucilla River and Jefferson County along the northwest border, Georgia along the northern border, Baker, Clay and Putnum Counties to the east, and Levy and Marion Counties to the south. The region is still largely undeveloped and is rich in natural areas and resources.

CLIMATE

The North Central Florida Region lies in a zone of transition between temperate and humid sub-tropical climates. Hours of sunshine vary from an average of 14 hours a day in June to 10 hours a day in January. Temperatures average between 75-80 degrees Fahrenheit from May to September. From November to February, temperatures average between 55-60 degrees Fahrenheit, with periodic invasions of colder northern air. Gentle breezes of 5-10 miles per hour occur over most of the region. Humidity averages from between 55-70.0 percent in the afternoon to between 85-95.0 percent during the night and early morning during the summer months. Dry periods lasting several days during early spring result in 25-40.0 percent daytime humidity. Winter humidity averages 35-55.0 percent in the daytime and in the range of 80.0 percent at night. The average annual rainfall is 52-54 inches. The major rainy season is from June to August, the greatest part of which is in the form of thunderstorms. Thunderstorms occur, on the average, on one-half of all summer days. The driest months are October and November.

It is important to note that this region periodically experiences drought conditions. As a result of a drought during the summer of 1986, all the counties in the North Central Florida Region were declared disaster counties for agricultural use by the federal government. A total of 30 counties statewide were designated.¹

Air pollution is not a serious problem in this region. Air movements over the area are sufficiently unstable to help prevent buildup of pollutants. There is an average of only ten potential high air pollution days in any given year.

GEOLOGY

The region is located within the Florida Plateau. The plateau consists of thick layers of limestone and sediment which have accumulated over the sandstone and igneous (volcanic) rock continental shelf. It separates the Gulf of Mexico and the Atlantic Ocean. The Florida Plateau has rock layers thousands of feet thick covered with thin layers of soil. The Florida Plateau is regarded as highly stable with very minor earthquake potential.

Rock and mineral deposits in north central Florida are significant. They include phosphate, clay, limestone, dolomite, sand and traces of oil and gas. Potentially valuable despoils of land pebble phosphate deposits are present in Alachua, Bradford, Columbia, Hamilton, and Union Counties. The hard rock phosphate deposits in four of the region's counties are no longer mined. Mining companies have acquired mineral rights to mine phosphate in several counties of the region which have phosphate reserves currently considered as having economic value. The Occidental Chemical Corporation operates two large phosphate mines in Hamilton County and holds leases on approximately 50,000 acres in Columbia County.

TOPOGRAPHY

The North Central Florida Region is divided between two major physiographic provinces, the Northern Highlands and the Coastal Lowlands. Bradford, Union, and Columbia Counties, in addition to portions of Alachua, Hamilton, Suwannee, and Taylor Counties, comprise the Northern Highlands. In general, this province consists of gently rolling hills. It is delimited to the south and east by an erosional scarp which represents the most persistent topographic break in the state. There is a tendency for streams to go underground in the lower part of the scarp zone west of Gainesville. Except for the Suwannee, every stream which enters the scarp zone passes underground, re-emerging again after crossing the scarp. East of Gainesville, all streams retain a surface flow prior to crossing the scarp. The highest elevations are found in the northern part of the province where there are few streams.

The Coastal Lowlands include most or all of Dixie, Taylor, Lafayette and Gilchrist Counties as well as the more southwestern portions of Alachua, Suwannee, Madison, and Hamilton Counties. The Lowlands have a flat topography, sloping gradually south westward to the Gulf of Mexico, and are characterized by large, poorly-drained swamps, marshes and forested lands with a number of lakes and streams, but relatively few areas of natural beach.

SOILS

There are at least 59 soil associations within the North Central Florida Region. The four most prevalent are Leon-Mascotte-Rutledge, Chipley-Albany-Plummer, Jonesville-Chiefland-Archer, and Freshwater Swamp.

Much of the region's soils present some limitations to community development. Most of the region's soils have some suitability for agriculture. The region has a thin topsoil which is generally less than six inches in depth.

FRESHWATER RESOURCES

The porous limestone which underlies the region provides for the hydraulic transfer and storage of water in the Floridan aquifer, one of the largest freshwater bearing underground aquifer systems in the United States.

Water in the Floridan aquifer has been found to be suitable for municipal, agricultural, and industrial uses of the region. All municipal water supply systems in the region withdraw water from the Floridan aquifer. Rural water supplies are derived from the surficial and secondary aquifers found throughout most of the region. The only area in the region where the water in the upper part of the aquifer has been found to be relatively high in mineral concentration is at the mouth of the Aucilla River. This relatively high concentration of minerals indicates the presence of saltwater intrusion to the aquifer in this locality.

There are two major river drainage basins in the region, the Suwannee River Basin being the largest. It covers an area of 11,020 square miles, the majority of which is contained in the eleven-county North Central Florida Region. The St. Johns River Basin covers approximately 8,800 square miles, of which about 495 are contained within the region in Alachua and Bradford Counties.

Several waters in the region have been designated "Outstanding Florida Waters" (OFW). The intent of the OFW designation is to stabilize current water quality levels and prevent further water quality degradation. The Suwannee River is designated an OFW. Other waters with this designation in the region are Ichetucknee Springs, the Santa Fe River, waters within the San Felasco Hammock State Preserve, and waters within the Paynes

Prairie State Preserve Addition. Also, the Gulf coastal waters within the Big Bend Seagrasses Aquatic Preserve and Orange Lake, Cross Creek and the River Styx have recently been designated Outstanding Florida Waters.

Stream flow data of major rivers in the region are listed below.

RIVER	LENGTH IN REGION	DRAINAGE AREA IN REGION	AVERAGE DISCHARGE
Econfina	32 miles	198 sq. miles	266 CFS
Aucilla	48 miles	805 sq. miles	345 CFS
Suwannee	288 miles	4127 sq. miles	12550 CFS
Santa Fe	75 miles	1440 sq. miles	2143 CFS
Alapaha	40 miles	1840 sq. miles	1641 CFS
Withlacoochee	24 miles	2120 sq. miles	3120 CFS
Steinhatchee	30 miles	586 sq. miles	325 CFS

CFS - Cubic feet per second

Water use in the region during 1980 averaged 389.27 million gallons per day (mgd). The largest user of water was thermoelectric power generation, accounting for 44.8 percent of total water use. Industry, specifically phosphate mining operations in Hamilton County as well as a pulp mill in Taylor County, accounted for 33.0 percent of the region's total water use. Water consumption for urban and rural domestic use was 53 mgd.²

VEGETATIVE COMMUNITIES AND WILDLIFE

In general, plant communities may be subdivided into two very broad categories, upland communities and lowland or wetland communities. Upland communities of north central Florida include sandhills, mixed hardwoods and pine, hammocks and pine flatwoods. Lowland communities include swamp forests, wet prairies, salt marshes and submerged lands.

A significant number of plant and animal species on the Florida Committee on Rare and Endangered Plants and Animals (FCREPA) critical list are found in the region. Endangered plant species number 20, birds 29, fish 6, land mammals 12, and reptiles and amphibians 15. Habitat is the single most important determinant of species health and diversity. The number of critical species by habitat type in the region are as follows: Coastal Marshes 15; Pine Flatwoods 15; Sand Pine Scrub 13; Longleaf Pine 13, Hardwood Swamp 13; Coastal Strand 12; Hardwood Hammocks 11; Mixed Hardwood Pine 10; Freshwater Marshes 10; and Dry Prairies 7. State and federal wildlife management areas in the region total 883,000 acres, and fish management areas total 481 acres.

REGIONALLY SIGNIFICANT NATURAL AREAS

Over 50 areas have been identified as regionally significant based on their intrinsic natural value. These areas range in size from relatively small areas such as Brook Sink located in Bradford County, to areas covering vast stretches of land such as the coastal marsh and associated freshwater wetlands which occupy significant portions of Dixie and Taylor Counties. The areas serve a wide variety of functions such as ground-water recharge, recreation, habitat for flora and fauna, flood control and hurricane surge protection.

HUMAN SYSTEMS

POPULATION GROWTH TRENDS

Population in the North Central Florida Region has steadily increased over the past 25 years and is expected to reach close to 500,000 by the year 2010. The most recent estimate of the population (as of 1985) is 337,648. This represents a 95.3 percent increase in population since 1960. The average annual increase for the region during the 1960's was 2.4 percent. The average annual increase for the region during the 1970's was 3.8 percent. Recent growth, 1980-1985, has slowed to 2.74 percent annually in the region.

In the 1980's, for the first time since 1960, the region's growth has surpassed the state average of 2.4 percent annually. Since 1980, national growth has slowed to 0.8 percent annually.

Recent projections indicate that the rate, but not necessarily the amount of population growth in the region is slowing. The Florida Consensus Estimating Conference projection for the year 2000 population in the region is 440,276, an average annual increase of 2.4 percent between 1980 and 2000. The Bureau of Economic and Business Research projection for the year 2010 is 474,200, which represents an average annual increase of 0.8 percent between 2000 and 2010.

According to the 1980 Census, 51.0 percent of the region's population is considered rural, compared to 15.7 percent for the state. Alachua is the only county in the region where a Census-defined urbanized area existed as of 1980. Recently, Bradford and Alachua Counties were designated a Metropolitan Statistical Area. In 1985, 51.4 percent of the regional population resided in Alachua County. Five counties in the region, Dixie, Gilchrist, Hamilton, Lafayette, and Union, have no populations defined by the Census as urban. The overall regional density in 1980 was 43.6 persons per square mile, compared to the statewide figure of 180.1 and a nationwide figure of 64.4.

MIGRATION

Migration accounted for 75.4 percent of the population increase in the region from 1970 to 1980. Population growth in the region from 1980-1984 due to in-migration decreased to 64.0 percent. The state average for in-migration over this time period was 88.2 percent. With 16.1 births per 1,000 population, the birth rate average for the region remained 2.8 percent greater than the state average. The region has a slightly high death rate relative to the nation due to the percentage of retirees. With 4.3 deaths per 1,000 population in 1983; the region was 1.3 percent less than the state.

AGE/SEX

The average median age for the region has been slightly below the national average since 1960, reaching 29.6 years in 1980. The average for Florida (34.7) has been above the national average (30.9). The median age has continued to increase in all counties in the region, except Lafayette County which shows a slight decrease in median age between 1970 and 1980.

Between 1970 and 1980, the greatest percentage increases in the regional population occurred in the 18-64 and the 65-and-over age group. Gilchrist County experienced the greatest growth for the 18-64 group, and Dixie County was highest for the 65-and-over category.

As of 1984, there are slightly more men than women in the region. Men numbered 166,309 representing 50.7 percent of the population, while women totaled 161,528 at 49.3 percent.³

RACIAL AND LINGUISTIC GROUPS

The majority of the regional population is caucasian, representing 77.9 percent of the total 1980 population. Blacks represent 20.7 percent of the 1980 population, which is 6.9 percent higher than the black percentage statewide. The category of "other" represents only 1.43 percent of the total regional population in 1980. The region does not have a large hispanic population characteristic of some areas of the state. Florida Consensus Estimating Conference projections show blacks representing 20.7 percent for the year 2000.

English is the dominant language in the region, with regional percentages for English speakers slightly higher than the state average. In 1980, 95.4 percent of the regional population spoke English. The percentage of population speaking Spanish was 2.1 percent in 1980, while 2.5 percent of the population spoke other languages.

FAMILIES, HOUSEHOLDS AND HOUSING STOCK

Households in the region in 1980 numbered 102,734, representing 2.7 percent of the households in the state. The region's average household size in 1984 was 2.76 persons, compared with a state average of 2.5. The regional average for percentage change in household size between 1980 and 1984 was -3.08 percent, compared with the state average of -2.0 percent. The decrease in average household size is apparently due to lower birth rates, higher divorce rates, and an increase in the number of people living alone.

The region contained 115,220 housing units in 1983. Of these, 97.8 percent were year-round units and 2.2 percent were seasonal and migratory units. Apartments comprised 12.5 percent of the total housing stock, while mobile homes comprised 7.8 percent, and 0.3 percent were transient apartments. Renter-occupied housing units were 35.2 percent of the total in 1980. The number of housing units in the region increased 65.6 percent between 1970 and 1980, compared with an increase of 31.0 percent between 1960 and 1970.

The cost of housing has increased considerably. From 1970 and 1980, the average value of owner-occupied housing units jumped from \$8,427 to \$23,837 (an increase of 318.5%). Furthermore, average median contract rent increased 174.5 percent (from \$55.54 to \$96.91), but average median household income only increased by 157.8 percent.⁴ Approximately 4.0 percent of the housing stock is federally-assisted housing, and estimates indicate that the region will need an additional 11,400 subsidized units by the year 2010.⁵

Most of the year-round housing stock is relatively new. As of the 1980 Census, 4.3 percent of the units were built prior to 1939, 3.6 percent were built between 1940-1949, 13.7 percent were built between 1950-1959, 23.7 percent were built between 1960-1969, and 42.4 percent were built between 1970-1980. Between 1970 and 1985, there was a 60.0 percent decline in the number of substandard housing units (measured by lack of adequate indoor plumbing) and a decrease (4.7%) in the number of overcrowded residential units.⁶

In 1980, most of the regional housing units were three bedroom (40.7%), followed by two bedroom (33.9%). One bedroom units were 13.1 percent of the housing stock.

EDUCATIONAL ATTAINMENT AND SPECIAL POPULATIONS

The total population of the North Central Florida Region has completed less formal education than the state as a whole. All counties in the region except Alachua show a smaller percentage of high school and college graduates than the state average according to the 1980 Census. Despite the lower percentage of high school graduates in the region, the regional percentage of tenth graders passing the SSAT-II in March 1984 was equal to the state average in mathematics (87.0%) and only slightly

less in communication skills (89.0% for the region compared to 91.0% statewide).

Of the special populations in the region, the percentage of elderly to total population is close to the statewide percentage. However, inmates and patients represent 4.0 percent of the total regional population, compared with a state percentage of 0.4 percent of total population.

HEALTH

Cardiovascular disease is the leading cause of death in the region, followed by heart disease and cancer. Death rates from diabetes, lung disease and liver disease are greater than the statewide averages.

In a report issued in January, 1986, the Physician's Task Force on Hunger in America identified the 150 worst "hunger counties" in America. Two of the four "hunger counties" identified in Florida are in the region. Alachua County ranked 97th in the nation in hunger, and Suwannee ranked 109th.⁷

CULTURE

One aspect of the cultural environment of the region is the preservation of historic buildings. Currently, there are three historic districts within the region, the Northeast Gainesville Residential Historic District, the Micanopy Historic District, and the Call Street Historic District in Starke. In addition, there are numerous other buildings of historic value.

Another aspect of culture is the means of communication available to the public. All counties in the region, except Union County, are served by a public library system. The Santa Fe Library in Alachua County is the region's largest public library with 183,805 volumes. Libraries are also located at the University of Florida and at the community colleges. The University of Florida is designated as a Federal Depository. Fifteen newspapers are published in the region, but only the Gainesville Sun and the Lake City Reporter are currently published daily. Radio and television broadcasting within the region includes five stations in Alachua County, two stations in Bradford County, three in Columbia County, one station in Madison, one in Suwannee, and two stations in Taylor County.

LOCAL GOVERNMENTS

There are 44 units of general-purpose local government within the region, including 11 counties and 33 incorporated municipalities. Due, in part, to the rural nature of the region, most local governments within north central Florida have only recently enacted detailed land use plans and complementary implementation devices. Regional agencies include the Suwannee River Water Management District, the St. Johns River Water

Management District, and the North Central Florida Regional Planning Council.

ECONOMY

Alachua County is both the population and employment center of the region. It contains 50.8 percent of the regional population, provides 58.3 percent of all jobs, accounts for 53.8 percent of gross sales, and has 60.0 percent of total income. Alachua County has the largest employer in the region, the University of Florida, which provides more than 13,500 jobs. Additional employment centers of regional and local significance exist in other counties in the region, particularly Columbia, Suwannee and Taylor Counties.⁸

LABOR FORCE

The region's labor force has shown rapid growth since 1970. The total regional labor force expanded from 80,460 persons in 1970 to 153,007 persons in 1984, an increase of 90.2 percent. During this time the regional population increased 56.9 percent. In 1980, labor force participation was highest among men (61.8%) and lowest among women with children under six years of age (46.8%). Statewide labor force rates were 67.0 percent for men and 50.7 percent for women with children under six years of age. Regional rates of labor participation are lower than the statewide rates for all groups. Minority members of the labor force made up 17.0 percent of the total labor force in the region. Although there were more black males than black females employed, there were more black females in the labor force, 10,926 to 11,023 respectively.⁹

Since 1970, the regional unemployment rate has been lower than the state average. In 1984, regional unemployment was 4.9 percent, compared to 6.3 percent for the state and 7.4 percent for the nation.¹⁰ While the regional unemployment rate is less than the state average, some of the rural counties have unemployment rates above statewide rates. The higher unemployment rates in the region by county in August, 1986, were 9.0 percent in Columbia, 8.1 percent in Madison, 6.9 percent in Hamilton, and 6.4 percent in Taylor.¹¹ The problem of unemployment is the worst for young workers. In 1980, unemployment rates were highest for the 16-19 and 20-24 age groups.

INCOME CHARACTERISTICS

Despite an overall low unemployment rate, north central Florida is the poorest region in the state. In 1985, the per capita income in the North Central Florida Region was \$9,407--lowest in the state, a figure which represented only 70.0 percent of the state's per capita income of \$13,384. While regional per capita income is increasing at a rate more rapid than that of the state, if existing trends continue, north central Florida will continue to be the poorest region in the state at least through the year 2000.¹²

Every county in the region is in the upper 50.0 percent of the state in terms of percentage of families living at or below the poverty level. Madison County, with 26.4 percent of total families living below the poverty line ranks highest in the state. Madison, Dixie and Hamilton are in the highest 10.0 percent of the state in terms of percentage of families living below the poverty level, and Suwannee, Lafayette and Taylor are in the upper 20.0 percent.¹³ To live below the poverty level is by definition to be unable to afford adequate nutrition.

Personal income for residents of the region is considerably more dependent on wages and salaries than it is statewide. Wages and salaries represent 58.7 percent of the total personal income in the region compared to 50.7 percent in the state. In the categories of "other labor income," "farm proprietors income" and "nonfarm proprietors income" the regional income is slightly greater than the state percentages. Transfer payments represent 17.1 percent of the total personal income of the region as well as the state. The percentage of personal income obtained from dividends, interest and rent is considerably less in the region (13.6%) than the state (23.1%).

COST OF LIVING

Price levels in the region are lower than the state average. Union County is the most expensive county in the region with the highest consumer price level index of 98.46 (100.0 is the average). Madison County is the least expensive at 92.46. Housing prices are the lowest index category in the region ranging from 87.43 to 96.34. Food has the highest regional price level indexes, ranging from 93.63 to 102.31. Four counties in the region, Gilchrist, Lafayette, Taylor and Union, show price level indexes for food greater than the state average.¹⁴

INDUSTRY EMPLOYMENT PROJECTIONS

Historically important industries in the region include fishing, agriculture, and forestry. However, the importance of these industries to the regional economy has declined over time. Agriculture, forestry, and fishing combined represent only 5.2 percent of total 1983 regional employment. Nonetheless, agricultural employment still accounts for a relatively large percentage of total employment in Gilchrist (11.3%), Hamilton (11.5%), and Madison (15.2%) Counties.

Phosphate mining has held an increasingly important role in the regional economy. Despite the low percentage of mining in the region as a whole, the Occidental Chemical and Agricultural Company (OCY) mining complex in Hamilton County is of major significance to the economies of Hamilton, Columbia and Suwannee Counties, as well as the economy of the state. Closure of the two Hamilton County mines is projected to occur within twenty to twenty-five years.

Between 1982 and 1995, employment in the North Central Florida Region is expected to increase to 145,000 an increase of 31.0 percent. Although

this is an increase of over 34,000 jobs, the increase is below the 45.0 percent rate of increase expected to occur statewide over the same period.

The Services category is both the largest and most rapidly increasing of all industrial categories represented in the region. It is projected that in 1995, employment in Services will represent 42.7 percent of total regional employment, representing a 38.1 percent increase in total employment since 1982. Four industry groups in the region are projected to increase employment at rates greater than 20.0 percent between 1982 and 1995. These are Wholesale and Retail Trade (29.8%), Government (28.7%), Mining (27.3%), and Transportation, Communications and Utilities (26.9%). Manufacturing is projected to decline from 11.9 percent of total regional employment in 1982 to 10.8 percent in 1995. Other sectors show little change in percentage of total regional employment.

In 1982, the finance, insurance and real estate sector, the services sector and the government sector all have greater representation in the regional economy than in the state. By 1995, only the service sector is projected to have greater representation in the region than it does statewide.

EMPLOYMENT BY OCCUPATION

In 1982, the Professional, Technical and Kindred occupations represented 23.9 percent of total regional employment. It is the region's only occupational group with a greater percentage than the state percent of 17.9. Clerical workers (22.0%) and "laborers except farm" (6.3%) represented the same percentage of the regional workforce as the percentage of the state workforce in 1982. It is projected that by 1995, Professional, Technical and Kindred occupations will represent 24.7 percent of regional employment. Clerical workers are projected to be 22.3 percent of total regional employment, and service workers will represent 17.2 percent.

URBAN/RURAL

USE OF THE LAND

Urban areas cover approximately 250 square miles of land, or about 4.0 percent of the total land area of the region. The predominant land use in the region is forest production. In 1983, slightly over 80.0 percent of the regional was comprised of either cropland (21.6%), pastureland (12.5%), or commercial forest (47.6%).¹⁵ Of the forested areas, more than 60.0 percent are pine forests with 24.0 percent oak, gum and cypress. The balance of the forested area consists of oak-hickory and oak-pine. Overall, the quality of the region's forests is relatively good with more than half of the softwood and hardwood volumes considered to be of excellent quality. The second largest category of land use in area is agriculture in the form of croplands and pasture land. A distant

third in rank is wetlands, including coastal marshes, followed by urban areas.

As of 1984, there were 48,967 subdivided, undeveloped, single-family residential lots within the region.¹⁶ Many of these lots are located some distance from existing urban centers. Presently, in most counties in the region, areas designated in the land use plan as agricultural can be subdivided as small as one-acre lots.

TRANSPORTATION

Interstate highways 10 and 75 cross the region and provide automobile and truck transportation to south Florida, Jacksonville, Tallahassee, and Atlanta. In addition, all incorporated cities within the region are serviced by U.S. highways and roads which are part of the state highway system. Overall, the regional road network consists of 1,101 miles of rural and 130 miles of urban roadways. Included in this is 177 miles of interstate highways and 1,054 miles of state and county roads and highways. A portion of the road network is shown on Illustration I.

The primary public transit systems serving the region are the Gainesville Regional Transit System (RTS) serving Alachua County, the Suwannee Valley Transit Authority (SVTA) serving Columbia, Hamilton, and Suwannee Counties and Big Bend Transit Authority serving Madison and Taylor Counties. In addition, many social service agencies provide transportation services for their clients. However, only a small percentage of the region's residents use public transit. As of 1980, only 2,014 persons in the region (1,694 in Alachua County alone) reported public transportation as their primary or most frequent means of commuting to and from their place of work.

There are nine civil airports in the region, seven of which are publicly owned. All but one of these facilities, the Division of Adult Corrections field in Union County, is open to the general public. Air carrier service to the region is provided through the Gainesville Regional Airport by two major airlines and three smaller shuttle/commuter airlines. Airline service within the region, like other forms of public transit, is underutilized and ridership is declining. The number of enplanements has declined each year since 1980 by an average annual rate of 12.0 percent.

Railroad activity in the region consists primarily of freight transportation with a major north/south east/west intersection of medium density freight lines within the City of Live Oak. Passenger rail service in the region consists of two routes, one south to Miami and one north through Jacksonville. The region's only passenger rail station is located in the City of Waldo (Alachua County), but use of the existing route is minimal.

NORTH CENTRAL FLORIDA REGION

Major Inter-City Routes

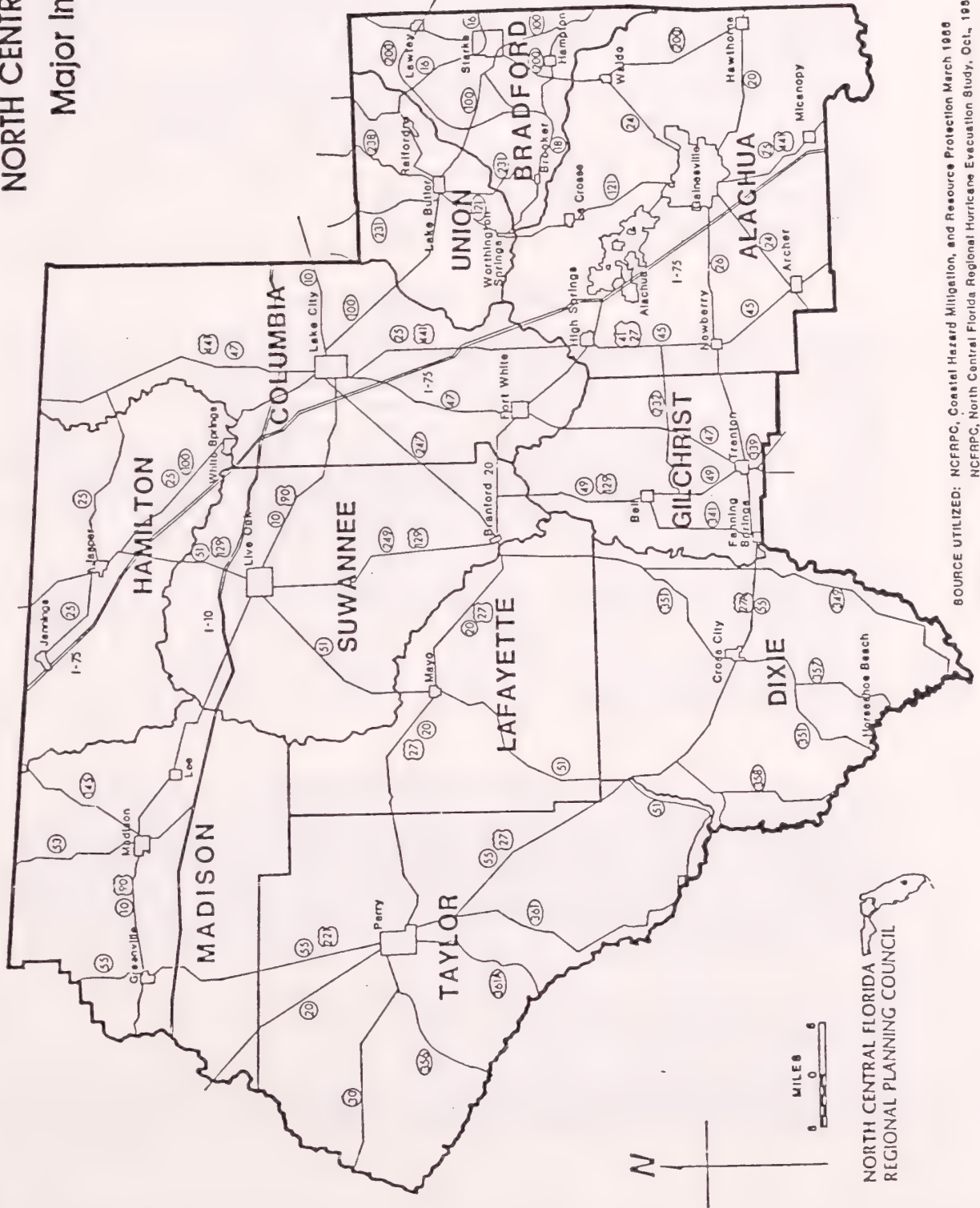


ILLUSTRATION I

SOURCE UTILIZED: NCFRPC, Coastal Hazard Mitigation, and Resource Protection March 1988
NCFRPC, North Central Florida Regional Hurricane Evacuation Study, Oct., 1988

NORTH CENTRAL FLORIDA
REGIONAL PLANNING COUNCIL

ELECTRICAL POWER

The electrical power grid serving the region is owned by two private companies, four municipalities and four rural electric cooperatives. The private companies include Florida Power and Light (FPL) and the Florida Power Corporation (FPC). Municipal utilities include Alachua, Newberry, Starke and Gainesville. Of these, Gainesville Regional Utilities and the City of Starke generate their own power. Rural electric cooperatives serving the region include Central Florida Electric, Clay Electric, Suwannee Valley Electric and Tri-County Electric. There are only three existing electrical generation sites in the region.

On the average, 41.0 percent of the total electrical consumption in the region is for residential use (including farms). Commercial uses represent 16.5 percent of total electrical consumption, and industrial uses represent 37.6 percent. However, the phosphate industry in Hamilton County skews these averages by using 89.0 percent of total county consumption for this industrial use.

HEALTH CARE FACILITIES

Hospital care is provided by numerous facilities scattered throughout the region. Facilities in Gainesville include the Shands Teaching Hospital and Clinics at the University of Florida, a major regional referral center, Alachua General Hospital, North Florida Regional Hospital, and the Veterans' Administration Medical Center. Other facilities in the region include Bradford County Hospital in Starke, the Lake Shore Hospital and the Veterans' Administration Hospital in Lake City, Family Medical Practice Clinic in Cross City, Hamilton County Memorial in Jasper, the Medical Clinic in Mayo, Madison County Memorial Hospital, Suwannee County Hospital in Live Oak, Doctors Memorial Hospital in Perry, and Union General Hospital in Lake Butler. To serve as satellites of Alachua General, a 40-bed physical rehabilitation unit and a 83-bed psychiatric unit are also under construction in Gainesville. The addition of these facilities will strengthen the area's function as a regional medical center.

EDUCATIONAL FACILITIES

There are several facilities for higher education in the region. Santa Fe Community College and the Bradford Technical School are the primary providers of vocational and technical training. Other facilities are the Lake City Community College, North Florida Junior College, and the University of Florida.

The region contains 45 private and 96 public schools. Enrollment during school year 1982-83 was 51,719 in public schools and 2,822 in non-public schools.

While night school programs are generally available for General Education Diploma (GED) and high school diplomas, there is no education program

designed to meet the needs of daytime working adults in the region who wish to complete a post-secondary degree.

PARKS AND RECREATION AREAS

The North Central Florida Region contains portions of three large federal landholdings: the Osceola National Forest, St. Mark's National Wildlife Refuge, and the Lower Suwannee National Wildlife Refuge. State parks and recreation areas in the region include Ichetucknee Springs, Manatee Springs, O'Leno, Suwannee River, Devil's Millhopper, Marjorie Kinnan Rawlings House, Paynes Prairie, River Rise and the San Felasco Hammock. County owned recreational lands and municipal recreation areas also provide for recreational needs.¹⁷

Endnotes:

1. Personal communication with Doug Zant, Soil Conservation Service, Gainesville office, 11-7-86.
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3. University of Florida, Bureau of Economic and Business Research, 1985 Florida Statistical Abstract, (Gainesville, Florida: The University Presses of Florida, 1985), pp. 15-17.
4. North Central Florida Regional Planning Council, unpublished data, 1982.
5. North Central Florida Regional Planning Council, unpublished data, 1979 and 1985.
6. U.S. Department of Commerce, Bureau of the Census, 1970 Census of Housing, Housing Characteristics for States, Cities, and Counties, Table 29, Selected Characteristics for Counties, (Washington, D.C.: United States Government Printing Office, 1970), pp. 11-125; and 1980 Census of Housing, Detailed Housing Characteristics, Table 94, Equipment and Plumbing Facilities for Counties, (Washington, D.C.: United States Government Printing Office, 1980), pp. 11-269 to 11-174.
7. Hunger counties are defined by the existence of two factors: (1) more than 20.0 percent of the county residents live on incomes below the federal poverty level; and (2) fewer than one-third of eligible needy residents receive the benefits of the federal food stamp

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Physician Task Force on Hunger in America, "Hunger Counties 1986."
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8. North Central Florida Regional Planning Council, Population/Economic Study, (Gainesville, Florida: 1976).
9. North Central Florida Regional Planning Council, North Central Florida Service Delivery Area, Job Training Plan: July 1, 1984 to June 30, 1986, (Gainesville, Florida: March 1986), Table III-35.
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11. Florida Department of Labor and Employment Security, Bureau of Labor Market Information, Labor Market Summaries Annual Averages 1980-1985, Months Jan. 1986 - August 1986.
12. Minshall, et.al., Report II: The Identification of Target Activities for the North Central Florida Area, (Battelle Laboratories, Columbus, OH.: August, 1986), p. 1-3.
13. Florida Department of Commerce, Division of Economic Development, Florida County Comparisons/1984.
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III

REGIONAL ISSUES ELEMENT

INTRODUCTION

This second major element of the North Central Florida Comprehensive Regional Policy Plan identifies the major issues, problems and opportunities facing the citizens of the region. The regional issues section provides the basis for the development of regional goals, policies and standards which are included in a separate section of the plan.

As required by Chapter 27E-4, Florida Administrative Code, this section of the plan addresses the 26 goals established in the State Comprehensive Plan and the 76 policy clusters developed by the Governor's Office to represent major state and regional issue areas within each of the state plan goals. The intent of this approach is to ensure that regional plans are not only consistent with but, in accordance with Chapter 186, Florida Statutes, further the state goals adopted by the 1985 Legislature.

Thus, the following is divided into 26 major subsections which are headed by a restatement of the state plan goal, followed immediately by the regional issues/policy clusters statements. These statements are followed by relatively brief background statements which address identified regional issues (problems/opportunities). Each of these subsections is concluded with a listing of regional resources which may either have an affect on or be affected by the issues.

STATE GOAL 1: EDUCATION

The creation of an educational environment which is intended to provide adequate skills and knowledge for students to develop their full potential, embrace the highest ideas and accomplishments, make a positive contribution to society, and promote the advancement of knowledge on human dignity.

1.1. Regional Issue/Cluster Title #1: Improving Student Performance

Background Analysis: Education, both formal and informal, is the most important element of a democratic society. The educational system is responsible for teaching citizens necessary problem solving skills and attitudes which keep society strong and viable. History reveals that when education is weak, ineffective and inadequate, society decays.

Upgrading and expanding present facilities will be required to accommodate the projected population increase of school-age children and adolescents in the region. The population of 0 to 17 year olds is expected to increase by 14.0 percent by the year 2000. The majority of the population growth is expected to take place in Alachua County. County school boards will need to ensure that population growth does not lower facility or educational standards in each school.

Individual school boards are responsible for the education of students. It is up to the school boards to set educational goals, allocate financial and other resources, solve problems, and oversee student academic achievement.

In several counties of north central Florida, students score below the state average on State Student Assessment Tests (SSAT). Furthermore, the disparity between SSAT scores of black minority and white students in the region is greater than statewide. The amount of money allocated per student in the region to administer educational programs is significantly below that amount allocated statewide. Teacher's salaries in the region fall far below the state average.

The State Student Assessment Test of Basic skills measures reading, writing and math achievement of all students in grades 3, 5, 8 and 10. Mastery of these basic skills must be taken into account before students are promoted to the next grade. Students in the 10th grade take an additional State Student Assessment Test, Part II (SSAT II), which measures applications and knowledge of skills. Mastery of standards assessed on the 10th grade basic skills test (SSAT I) and passing the SSAT II, are required for high school graduation. The SSAT tests only measure students' mastery of part of educational curricula and do not measure higher cognitive processes. Nonetheless, since SSATs are given in every school district, and passing the SSAT II is required for high school graduation, they are used in the Comprehensive Regional Policy Plan as a measure of region student performance.

SSAT I test scores in 1984 indicate that in the majority of counties, students in grades 3, 5 and 8 scored below the state average.¹ Several counties in the region, such as Lafayette and Union, ranked very low, if

not lowest in the state. Although SSAT I scores have increased in the region in the last seven years, the overall academic test performance of these grades still falls far below the state average.² Furthermore, in several counties in the region, the disparity between scores of white and black students is even greater than statewide in grades 3, 5 and 8.³ Grade 10 SSAT I test results indicate that scores in 8 out of 11 counties fall below the state average, in spite of score improvements since 1977. SSAT II scores also indicate that 10th graders in the region lag behind statewide average performance in mathematics and communications. Grade 10 SSAT I and II scores also demonstrate the greatest disparity between the scores of white and black students in the region.⁴

In the majority of counties in the region, the full-time equivalent (FTE) student financial expenditure is far below the state average expenditure.⁵ Recently, four individuals and 22 county school boards, including Alachua, Columbia, Gilchrist, Madison and Taylor, have sued the State Board of Education for failure to provide equal education opportunities to all students. The State Legislature is also funding a \$200,000 study to determine whether the funding formula of the Florida Education Finance Program is fair.⁶ For example, in 10 out of 11 North Central Florida Region counties, the average expenditure per FTE student is 5.0 to 11.0 percent below the state average for grades kindergarten through 12 (K-12), including the alternative education programs.

In 10 out of 11 counties, Exceptional Education FTE student expenditures are less than the statewide average. The disparities range from 32.0 (Madison) to 19.0 (Columbia) to 1.0 percent (Alachua) below the state average expenditure.⁷ This program is designed to provide a free and appropriate education to exceptional students in grades K-12. The mentally retarded, physically handicapped, emotionally disturbed and gifted (extremely intelligent) students benefit from special educational and instructional support services.

North central Florida FTE student allocations for Vocational (grades 7-12 and adult) and General Adult Education Programs are approximately on par with the state average (see 1.3).⁸

The amount of funds allocated to Chapter One programs is inadequate to meet the needs of the counties with large populations of economically deprived students. Chapter One Basic is a federally-funded program to improve the academic achievement of economically deprived youth. Six out of 11 counties in the region spend from 8.0 (Bradford), to 28.0 (Union), to 41.0 percent (Hamilton) below the state average of \$906 expenditure per FTE. Hamilton County, which has the greatest population of Chapter One students proportionate to the total student population, operates with the lowest level of funding in the region at \$536 per FTE student.⁹

Career incentives for teachers in the region, especially competitive salaries, are essential to attract and retain high quality educators who enhance student learning and performance. However, in keeping with the historical trend, teacher's salaries in the region are substantially lower than statewide. In school year 1985-86, the region's average

teacher's salary (\$19,964) was 10.3 percent lower than the average salary for the state (\$22,250). Salary increases have reduced the gap between region and state salaries, but nonetheless, teachers in the region are some of the lowest paid in the state. Average teacher's salaries in the region range from 4.9 percent (Columbia County) to 25.4 percent (Union) below the state average teacher's salary. Furthermore, teachers in the region at every academic degree level make less money than their counterparts statewide. For example, teachers at the BA+ level in Union County earn 28.2 percent less than those teachers statewide, and teachers at the BA level earn 15.5 percent less than those teachers statewide.¹⁰

Individual school boards are responsible for establishing and maintaining a rigorous and objective evaluation of educational programs. School districts in the region lack a systematic, formal evaluation program to measure the success of educational programs. Evaluation is designed to assess the overall effect of a particular program and make recommendations for its improvement. Program evaluations usually examine all aspects of an educational program, which include anticipated and unexpected outcomes. Recent surveys of Florida school districts indicate an unmet need to conduct educational program evaluation on a regular, ongoing, systematic basis. Minimal compliance monitoring is not adequate to measure educational program success.¹¹

School board superintendents also play a critical role in overall performance of a county's educational system. As chief administrative officer, they are responsible for the daily operations of the school district. Superintendents prepare and recommend budgets, programs, personnel, and other items to the local school board.

Ten of north central Florida eleven public school districts are comprised of locally-elected superintendents. Only Alachua County has an appointed superintendent. School districts with appointed superintendents may have a greater chance to find qualified persons for the job. One advantage held by a system of appointed superintendents are that school districts can develop minimum job qualification standards and conduct a nationwide search for the most qualified applicant. Under a system of elected superintendents, the search is narrowed to county residents. However, school districts with elected superintendents may be more responsive to the public will as the superintendent is directly accountable to the electorate.

Florida law calls for school board superintendents to be elected. However, state statutes provide a mechanism whereby counties may opt for an appointed school board superintendent. The process starts with the county school board requesting the board of county commissioners to put the issue before the voters. The measure becomes law if the referendum is approved by a majority vote of the electorate.

In addition, the region has 93 public schools which serve approximately 54,637 students. Recent data indicate that the schools in the region are not overcrowded. However, the student population is expected to increase by approximately 15 percent by the year 2000. To accommodate this growth, school facilities will need to be expanded.

Regionally Significant Facilities: University of Florida, Santa Fe Community College, Bradford-Union Vocational Technical Center, Lake City Community College, Taylor Vocational Technical Center, North Florida Junior College, Suwannee-Hamilton Vocational Technical Center.

Agencies: Executive Office of the Governor, Florida Department of Education, Department of Agriculture and Consumer Services, county school boards, North Central Florida Regional Planning Council.

1.2. Regional Issue/Cluster Title #2: Improve Student Retention and Completion and the Attainment of High School Diplomas and Post-Secondary Degrees and Certificates

Rural counties in the region have a low rate of high school graduation, and consequently also have a low rate of attainment of post-secondary degrees. Furthermore, dropout prevention programs are lacking in the majority of rural school districts. Education and daycare services are insufficient to meet the needs of the region's large population of teenage mothers. The region lacks an adequate number of guidance counselors. The rate of recent high school graduates enrolled in post-secondary institutions is significantly below the statewide rate. While night school programs are generally available for General Education Diploma (GED) equivalency and high school diplomas, there is no education program to meet the needs of daytime working adults in the region who wish to complete a post-secondary degree.

Student retention has historically been a problem in the region. The most recent data available indicates that the rate of adult (25+ years) high school completion is substantially lower than statewide. The low rates range from 13.0 percent (Columbia County) to 53.0 percent (Madison County) below the rate statewide (66.7%).

Reliable methods to count the current number of school dropouts have not been established.¹² However, the best available data indicate that the region's dropout rate for grades 7 - 12 (3.4% per grade) is on par with the rate statewide (3.9%).¹³

National studies indicate that teenage pregnancy is the main reason American females drop out of high school. Eighty percent of women who become mothers by age 17 and drop out of high school, never complete their education. Pregnant 15 year olds who dropout of school are likely to have several more births by the age of 20, which further reduces their chances of completing a high school education.¹⁴

Dixie, Hamilton and Madison county school districts have high dropout rates (greater than 3.9%) and some of the highest rates of births to teenagers in the state.¹⁵ These rural counties lack educational programs to serve teenage mothers. Although regional-level data is unavailable, the inordinate number of teenage mothers in the region very likely constitute a large portion of the dropout population.

The Alachua County School Board established Alachua County Continuing Education for Pregnant Teens (ACCEPT), a voluntary educational program to

meet the needs of pregnant school-age women. Similar programs operate in 22 Florida and 79 U.S. school districts. ACCEPT enables the student to continue progress toward high school or middle school completion while learning parenting skills. Available only to residents of Alachua County, many young women from neighboring counties move to Alachua County to enroll. From 1980 to 1985, ACCEPT served 520 students and currently (spring, 1986) serves 85.¹⁶

Alachua County's ACCEPT 1980-85 repeat pregnancy rate was approximately 13.0 percent, which is lower than the national rate of 18-25.0 percent. Recent research demonstrates that with an intense 18 month follow-up period after childbirth, the repeat teenage pregnancy rate can be reduced to 7.0 percent. ACCEPT plans to reduce even further the number of repeat pregnancies among their students. Of 520 students who attended ACCEPT, 32.0 percent dropped out of school 18 months after giving birth. Ninety-five percent of the dropouts cited the lack of day care services as the reason for dropping out of school.¹⁷

To address the more general dropout problem, Alachua and Columbia county school boards are implementing pilot drop out prevention programs. The Columbia County program serves 25 students in one high school while the Alachua County program has an enrollment of 135 in four high schools. Classroom instruction pertains to finding employment, and dropout prevention specialists provide counseling. The dropout prevention program started in the spring of 1985. Statistics measuring the effectiveness of the program are unavailable.¹⁸

Guidance counselors sometimes provide counseling services to teenagers at risk for dropping out of school. The 1985 ratio of guidance counselors to students (1 to 539) in the region has decreased by 22.0 percent since 1976 (1 to 443). Furthermore, north central Florida guidance counselors each serve approximately 100 more students than the average number served statewide (1 to 459). Currently, Dixie, Gilchrist, Hamilton, and Lafayette county school districts have no guidance counselors for their elementary or middle schools.¹⁹ In addition, Gilchrist County has no high school guidance counselors, the education level with the greatest number of dropouts. An increased number of guidance counselors may be an important factor in reducing the number of dropouts, especially in light of the fact that most of the region's school districts do not have dropout prevention programs. The role of the guidance counselor may be redefined to provide intensive counseling for pregnant teenagers and school-age fathers, aimed to prevent such students from dropping out of school. Resources should also be made available to expand life management classes to meet the information needs of the potential dropout (See Regional Issue 2.1.).

College completion rates (4+ years) among adults (25+ years) in the rural counties (excluding Alachua) of the region are significantly below the statewide rate. In the rural counties, the rate of college completion ranges from one-half (Columbia) to almost three times below (Dixie) the rate statewide (14.1%). The rate of college completion among adults in Alachua County (29.4%) is slightly more than twice as high as the rate statewide.²⁰

The rate of recent high school graduates enrollment in post-secondary institutions (48%) is 23.0 percent below the state average (59%). The rate of high school graduates entering Florida public community colleges and private junior colleges is comparable to the rate statewide. North central Florida high school graduates lag behind the rest of the state when comparing the number of graduates entering both public and private Florida colleges and universities the fall after graduation. Eight percent of the graduates enter these institutions, compared to 12.6 percent statewide.²¹

There is limited opportunity for working adults in the region to complete a post-secondary degree. The Board of Regents funded Florida Engineering Education Delivery System (FEEDS) is a prospective model for the development of such education programs in the region. FEEDS provides the opportunity for any engineering student living in the State of Florida to register for graduate engineering classes offered by the five provider universities (UF, UCF, USF, Florida Atlantic, and Florida International). The provider universities produce videotapes of engineering classes which are distributed to participating institutions. Universities and industries such as Harris Corporation, utilize this education system. A proctor assists the students with the videotaped sessions. The provider university professor grades the FEEDS student's homework and examinations. Credit goes towards the completion of the graduate degree. This education system has the potential to be adapted to a wide curriculum and implemented in cooperation with community colleges or businesses anywhere in the State of Florida. The FEEDS model creates the opportunity for the attainment of post-secondary degrees in urban and rural areas alike. In FY 1984-85, approximately 2,000 students per semester statewide enrolled in FEEDS.²²

Regionally Significant Facilities: University of Florida, Santa Fe Community College, Bradford-Union Vocational Technical Center, Lake City Community College, Taylor Vocational Technical Center, North Florida Junior College, Suwannee-Hamilton Vocational Technical Center, ACCEPT, FEEDS.

Agencies: Executive Office of the Governor, Florida Department of Education, Department of Health and Rehabilitative Services, Department of Corrections, county school boards, North Central Florida Regional Planning Council.

1.3. Regional Issue/Cluster Title #3: Educational Programs That Respond to the Needs of Society

Background Analysis: The region is well served by adult and community education programs designed for adults who wish to advance their education. Adult Education, Community Education and Community Instructional Services programs are offered in every county in the region. Data which documents the population served by these programs is not available at this time. Each county is also served by a vocational-technical school or community college.

Adult education is offered in every county in the region to benefit adults who have not finished high school. The program provides the opportunity for adults to acquire basic literacy skills, finish coursework required for the high school diploma, or qualify to take the GED examination and receive a GED diploma. Adult education also offers vocational classes, which train students for future employment.

Community Education, offered in every county in the region, offers a vast curriculum. Community Education aims to improve the quality of the education of all citizens in the region and move Florida's educational ranking into the upper quartile of the states.²³ In order to achieve this goal, community education programs utilize: (1) maximum use of existing facilities; (2) inter-agency cooperative agreements; (3) multipurpose use of facilities; and (4) lifelong learning. Many courses are preparatory for GRE, SAT and civil service test taking.

Community Instructional Services (CIS) is also a community education program. The administrators of CIS have documented the need for courses in child rearing which address child abuse and the prevention of teenage pregnancy. Health education is another popular class. The elderly, who account for a large part of the CIS enrollment, frequently request consumer economic courses which teach credit management and the avoidance of consumer fraud.²⁴

Every county in the region is served by one of six vocational technical schools or community colleges. The rate of enrollment of high school graduates in vocational schools is increasing in the region and statewide.²⁵ Vocational-technical schools offer certificates in various career activities, and also offer Associate of Science Degrees. Community colleges offer vocational certificates, Associate of Science degrees and Associate of Arts college preparatory degrees.

Regionally Significant Facilities: University of Florida, Santa Fe Community College, Bradford-Union Vocational Technical Center, Lake City Community College, Taylor Vocational Technical Center, North Florida Junior College, Suwannee-Hamilton Vocational Technical Center, ACCEPT, FEEDS, Public libraries in Alachua, Taylor, Bradford, Suwannee and Columbia Counties.

Agencies: Executive Office of the Governor, Florida Department of Education, Department of Corrections, county school boards, North Central Florida Regional Planning Council.

Endnotes:

1. The Statewide Assessment Program was created in the 1970's to examine Florida's educational system. In 1976, the Legislature mandated the use of the SSAT I to test students on minimum math and communication skills in grades three, five, eight and ten. The SSAT II, which tests student's application of basic skills, must be passed for high school graduation (An Overview of Florida Public School Programs 1982-83).

2. Florida Department of Education. A Comparative Analysis of Attainment of Minimum Performance Standards by School--School District--Region, 1977-1983-1984.
3. In Florida, black students consistently score lower than whites on SSAT examinations, but north central Florida black students score lower than blacks statewide. Therefore, the gap in academic test performance between white and black students is even greater in the region than statewide. The SSAT I and II test scores of the Hispanic, Asian/Pacific Islander and American Indian/Alaskan Native minorities are on par with Caucasian scores. Therefore, this background analysis compares the test scores of Caucasian and Black students only.
4. Florida Department of Education. Minimum Performance Standards.
5. The Florida Education Finance Program allocates funds for the kindergarten to 12, Alternative, Exceptional, Vocational and General Adult Education programs. "FTE" student is a term which has been quantified and used in the state's formula for the allocation of funds. A thorough investigation of the complex reasons for the difference in funding is beyond the scope of this background analysis.
6. Tallahassee Democrat, June 11, 1986 and June 21, 1986; Gainesville Sun, June 26, 1986.
7. Ibid.
8. Ibid.
9. Florida Department of Education, Chapter One Evaluation Department. Data provided by Mr. Bob Watson and Mr. Gerry Richardson. December, 1985.
10. Florida Department of Education Management Information Statistical Services (MIS). Data furnished by Ms. Virginia Barnes. May, 1986.
11. Department of Education Program Review and Evaluation. Telephone interview with Program Specialist Mr. Ron Dearden. October, 1985.
12. The rate of adult (25+ years) high school completion in Alachua County is 13.0% greater than the rate statewide. U.S. Department of Commerce, Bureau of the Census. 1980 Census of Population: General

Social and Economic Characteristics. Florida PC 80-1-C11 cited in the Florida Statistical Abstract.

13. Data pertaining to the student dropout rate in Florida is difficult to obtain for many reasons. Before 1975, the percent of students who discontinued enrollment were recorded. This data, however, does not distinguish dropouts from those students who relocate. After 1975, the estimated total number of dropouts was recorded for grades K-12, without a breakdown by grade. In 1982, the Division of Public Schools recorded the number of dropouts by grade for grades 7-12. Even this most recent data does not distinguish students who withdraw and re-enroll at other institutions from students who completely drop out of the education system. This lack of data makes the establishment of historical trends impossible.
14. Florida Center for Children and Youth. Newsline. "Children Having Children: Teen Pregnancy and Parenthood in Florida." Tallahassee, Florida. June-July 1985.
15. Florida Department of Education. Students in Florida Public School Districts: 1982-83 and 1983-84. Tallahassee, Florida. 1984.
16. Alachua County Continuing Education for Pregnant Teens. Teen Pregnancy Fact Sheet. Gainesville, Florida. 1985.
17. Alachua County Continuing Education for Pregnant Teens. Program Update. November, 1985. Gainesville, Florida.
18. Dropout Prevention Program, Alachua County School Board. Interview with Director Mr. Jim Pritchett. November, 1985.
19. Florida Department of Education. Data furnished by Virginia Barnes, MIS. February, 1986.
20. U.S. Department of Commerce, Bureau of the Census. 1980 Census of Population: General Social and Economic Characteristics. Florida PC 80-1-C11 cited in the 1985 Florida Statistical Abstract.
21. Florida Department of Education. MIS Statistical Brief. Tallahassee, Florida. May, 1985.
22. GENESYS, interview with Assistant Director, Mr. Bill Thames. January, 1986.

23. Florida Department of Education. Facts About Florida's Community Education Program, Tallahassee, Florida. June 1984.
24. Alachua County Community Instructional Services, 1982-83 Annual Report.
25. Region IX Coordinating Council, Alachua and Bradford Counties. 1985 Needs Assessment Study. David B. Fellows. 1985.

STATE GOAL 2: CHILDREN

Florida should provide programs sufficient to protect the health, safety and welfare of all its children.

2.1. Regional Issue/Cluster Title #4: Prevention of Chronic Health and Social Problems and Reduction of Long-Term Disability and Dependency

Background Analysis: North central Florida has a very high infant mortality rate. In fact, the rate is higher than that of many industrialized nations.¹ The region also has high rates of low-birth weight babies and births to teenage mothers. Black women in the region have a substantially higher incidence of infant mortality, low birth weight babies, and births to teenagers than either white women in the region or black women statewide. Three programs in the region are designed to reduce rates of infant mortality and low birth weight which are vital to maintain a minimum standard of health. However, due to inadequate funding, these programs are unable to meet the needs of the indigent population.

In eight out of the region's eleven counties the infant mortality rate is higher than the state average of 12.67 deaths per 1,000 births. County infant mortality rates which are higher than statewide range from 18.02 deaths per 1,000 births in Madison County to 12.83 in Columbia County.² Furthermore, by federal guidelines, Columbia County has been designated a High Infant Mortality Area. Infant mortality among blacks is 2 to 2.7 times greater in the majority of the region's counties than statewide.

The incidence of low birth weight babies (under 5.5 pounds) is higher than the state average of 74.90 per 1000 in 5 counties in the region. The high rates of low birth weight babies range from 100.10 per 1000 (Gilchrist) to 77.25 per 1000 (Suwannee). Low birth weight is of particular concern as it accounts for 65.0 percent of all neonatal deaths. Furthermore, 25.0 percent of all low birth weight babies will have some kind of handicap or long-term disability. Low birth weight babies are often at high risk for abuse because their special needs take a great amount of parent's time and financial resources.

North central Florida has an alarmingly high rate of births to teenagers. Teenage pregnancies often result in low birth weight babies. Teenage parents frequently drop out of school and their marriages often end in divorce, which increases the probability of long-term dependency and social problems. In 9 of the region's 11 counties the rate of births to women less than 19 years of age is higher than the state average of 11.0 percent (of all births). The rates range from 18.7 percent in Hamilton County to 12.6 percent in Lafayette County.

In 9 counties of the region, the black teenage pregnancy rate is higher than the state black teenage pregnancy rate of 19.6 percent. Births to black teenagers accounted for 20.9 percent (Bradford) to 28.4 percent (Dixie) of all black births in those counties. Statewide, the incidence of births to black teenagers is 2.29 times greater than births to white teenagers. However, the gap is even wider for 5 counties in

the region. Alachua County has the highest gap between black and white teenage pregnancy rates. The incidence of births to black teenagers in Alachua County is 19.2 percent whereas the rate for the county's white teenagers is 5.8 percent.

Births to teenagers is a major socioeconomic problem which should be addressed by the county schools. The St. Paul, Minnesota Maternity and Infant Care Program is a comprehensive school-based health center which may serve as a model. The program is jointly operated by the Minnesota Health Department and the City of St. Paul. The center is considered one of the state's maternity and infant care (MIC) projects but actually operates as a full service clinic for teenagers, offering services such as athletic, job and school physicals, immunizations, a weight control program, venereal disease testing and treatment, pregnancy testing, contraceptive information and counseling, and prenatal and postpartum care.

The St. Paul project has reduced pregnancy rates by 75.0 percent among female students. Among students who did become pregnant, 92.0 percent used the clinic for prenatal and postpartum care (including infant day care at some sites), and 94.0 percent of those who received pregnancy care through the clinic began care prior to the their trimester of pregnancy. Among girls who had babies, the dropout rate was reduced by over 75.0 percent, and babies whose mothers delivered through the project were born healthier with fewer obstetrical complications.³

The Alachua County School Board established Alachua County Continuing Education for Pregnant Teens (ACCEPT) to meet the needs of pregnant school-age women. ACCEPT enables students to continue progress toward high school or middle school completion while learning parenting skills. Available only to residents of Alachua County, many students from neighboring counties move to Alachua to enroll. ACCEPT's 1980-85 repeat pregnancy rate was approximately 13.0 percent, which is lower than the state rate of 18-25.0 percent. ACCEPT plans to further reduce repeat pregnancy rates among students, since recent research demonstrates that it can be reduced to 7.0 percent.

In addition to human suffering and hardship, low birth weight babies represent an undesirable and often preventable cost to the public. The cost to the State of Florida of caring for one low birth weight baby in the region is \$15,000. However, the cost of preventative prenatal care is only \$300 per child.⁴ The incidence of low birth weight babies can be significantly reduced if high-risk women are identified, educated, frequently monitored by maternal health care professionals, and provided access to health care on a 24-hour basis.

The Regional Perinatal Intensive Care Program, (Shands Teaching Hospital, Gainesville) is underfunded and lacks reliable quantitative data to document the need to expand their facility.⁵ Space constraints and lack of beds for neonatal and obstetrical care sometimes result in the referral of patients to other locations. Furthermore, the program is located in Alachua County, and the lack of public transportation in the

rural counties can prevent residents of the region from receiving needed maternal and infant care. Currently the program serves women at high-risk for obstetrical care and infants needing intensive care. The state-funded program serves clients with and without insurance at all income levels, including Medicaid recipients. In FY 1984-85, 102 women in the region were served by the program's high-risk obstetrical component and 292 infants were served by the neonatal component.⁶

Current estimates indicate that the Improved Pregnancy Outcome (IPO) project does not serve 32.0 percent of the indigent population.⁷ IPO is an HRS program which provides prenatal and perinatal care to low-income women with low-risk pregnancies. Women receive care in hospitals and county health units. In FY 1983-84, 1,469 women in the region received IPO services.⁸

Recent estimates indicate that the Florida Department of Health and Rehabilitative Services (HRS) nutrition program, Women, Infants and Children (WIC), does not serve 57.0 percent of the needy population. WIC is a supplemental food program which also provides pregnant or nursing mothers with nutrition education. The goal is to avoid nutrition-related health problems during critical periods of fetal growth and improve overall health by providing food to women and their children until age five. WIC served approximately 4,557 women, infants and children in the region in 1985.⁹

Regionally Significant Resources: Regional Perinatal Intensive Care Program, Shands Teaching Hospital, ACCEPT.

Agencies: Florida Department of Health and Rehabilitative Services, Department of Agriculture and Consumer Services, Department of Education, Big Bend Health Planning Council, Inc., North Central Florida Health Planning Council, county school boards, Regional Perinatal Intensive Care Program, ACCEPT, Shands Teaching Hospital, North Central Florida Regional Planning Council, local governments, public libraries in Alachua, Taylor, Bradford, Suwannee and Columbia Counties.

2.2. Regional Issue/Cluster Title #5: Reducing the Occurrence of Abuse and Neglect

Background Analysis: Children who are believed to be abused or neglected are referred by law enforcement, school personnel, private citizens, medical personnel, clergy, HRS staff, and many other sources to the Department of Health and Rehabilitative Services Children, Youth and Families Dependency/Delinquency Intake Program. HRS also operates a 24-hour Abuse Registry with a statewide toll free number to record reports of suspected abuse or neglect. Reports received by the Registry are referred to staff throughout the state for investigation. Intake staff are available around the clock in every county to investigate reports. Under Florida law, it is illegal for any citizen who has good reason to suspect a child is being abused or neglected to fail to report

the case. When Intake receives an abuse or neglect referral, a counselor is assigned to investigate the charge. By state statute, all abuse or neglect referrals alleging danger to the child must be investigated immediately; all other referrals must be investigated within 24 hours. Child abuse and neglect is generally under-reported.¹⁰ As residents of the region begin to utilize the Abuse Registry, the demand for services for abused and neglected children will increase.

Following the investigation the intake counselor determines whether the charge was founded or unfounded. Founded referrals may be handled judicially or non-judicially. HRS makes a recommendation to the State Attorney as to how each case should be handled. The State Attorney considers the HRS recommendation in the decision whether to bring a case to court.

Services available for abused and neglected children include temporary emergency shelter in shelter facilities or shelter homes, foster care, adoption placement, child protective services, day care, referral to the Child Protection Team (funded by HRS) for specialized medical and counseling services, physical and sexual abuse treatment programs, intensive crisis counseling, and in-home parenting services (homemaker, housekeeper, parent aide). However, most of these services are only provided in, or available to residents of Alachua County.

Factors associated with child neglect, such as low income and family alcoholism, are prevalent in the region.¹¹ Child neglect occurs ten times more frequently in homes with incomes under \$7,000, compared to families who earn over \$25,000.¹² The region has a greater average number of families living below the poverty level than the state average (9.9%). The number of families living in poverty range from 13.4 percent in Union County to 26.4 percent in Madison County.¹³

Family alcoholism, the presence of one or more alcoholic adults within a family, is another factor related to the occurrence of child neglect. The estimated number of alcoholic drinkers in the region (7.3%) is greater than statewide (6.4%).¹⁴ Approximately 25.0 percent of child-abusing parents have been found to be alcoholic.¹⁵

The region does not have enough staffed emergency shelters to serve abused and neglected children in crisis. The Interface program (Alachua County) provides temporary shelter to approximately 100 abused and runaway children per year from the region.¹⁶

The region's temporary emergency family shelters are inadequate to serve abused and neglected children. Emergency family shelters are provided by citizens in the community who have contracted with HRS to provide short-term housing for abused or neglected children.¹⁷

While mental health outpatient counseling programs are available in each county in the region, funding is not adequate to meet current treatment needs.¹⁸ Treatment programs for victims of abuse are needed to provide intensive outpatient counseling services to abused children and their families. The development of more outpatient services for victims of abuse is an urgent priority (see Cluster 2.3.).

Regionally Significant Resources: Florida Department of Health and Rehabilitative Services Children, Youth and Family Services Program Offices, Community Mental Health Centers, and Interface Program (Alachua County).

Agencies: Florida Department of Health and Rehabilitative Services, Department of Law Enforcement, Department of Education; county school boards; North Central Florida Regional Planning Council; local governments.

2.3. Regional Issue/Cluster Title #6: Alcohol, Drug Abuse and Mental Health Services

Background Analysis: The Department of Health and Rehabilitative Services Children, Youth and Families Program Office mental health services are designed to serve the needs of those individuals 0-17 years of age who are experiencing psychiatric or emotional disorders, regardless of the ability to pay. In 1985, the region had 86,299 juveniles of which an estimated 9.2 percent needed some type of mental health service.

However, only approximately 1.0 percent received services from HRS community mental health services. By the year 2000, the number of juveniles needing mental health services is expected to increase by approximately 14.0 percent.¹⁹ The juvenile population in need of mental health services is grossly underserved. The range of mental health services is fragmented and incomplete, which hinders successful patient treatment. Proposed cuts in funding to mental health services would place a great strain on the quality of mental health care in the region and drastically reduce the already limited numbers of juveniles receiving care.

The entire continuum of children's mental health care is underfunded and therefore provides limited services.²⁰ Furthermore, accessibility to mental health care is limited by lack of transportation in the rural areas. Most mental health programs for children are limited to Alachua County, and children in the rural counties receive minimal treatment.

The full range of services for children's mental health is designated as prevention, diagnosis and evaluation, outpatient, day treatment, crisis intervention, crisis stabilization, foster homes, group homes, Eckerd Camp, commitment programs, psychiatric residential and, finally, inpatient services. The full range of children's substance abuse services is defined as follows: education (school curriculum, media, youth groups); outreach; prevention (school-based prevention, alternative activities); early intervention; aftercare; outpatient; day treatment; residential (long and short term); detoxification/sobering up; and case management.²¹ (See Regional Issue 2.6. for a discussion of the full range of children's substance abuse services. This text deals only with childrens' emotional and psychiatric needs and services.)

The service districts are as follows: Mental Health Services, Inc., of North Central Florida serves Alachua, Dixie, and Gilchrist Counties (also Levy which is outside the region); the North Florida Mental Health Center serves Hamilton, Suwannee, Columbia and Lafayette Counties; the Bradford-Union Guidance Clinic serves Bradford and Union Counties; and Apalachee Community Mental Health Center serves Madison and Taylor Counties.

The current range of mental health services is inadequate to serve the juvenile population in need. There are an inadequate number of prevention programs. Sufficient children's outpatient counseling services are lacking in the region, especially for victims of abuse. There are no day treatment programs for emotionally disturbed children and no crisis intervention programs. There is no crisis stabilization unit for children, which is the most urgently needed mental health program in the region. Furthermore, a large waiting list indicates that current psychiatric residential funding and services do not adequately serve the region. A residential program for the treatment of juvenile perpetrators of sexual offenses is also a high priority need. The following description underscores the inadequacy of children's mental health services in the region.

Prevention

Primary prevention programs target children at risk to develop emotional handicaps and aim to divert their development of mental health problems. Children of teenage parents or children of substance abusers are often at risk to develop emotional problems. Prevention saves human suffering and reduces the need for more intensive high-cost treatment later on. The number of prevention programs in the region is inadequate, especially in the rural counties.²²

The HRS Children, Youth and Families Prevention Program served 110 Alachua County children ages 3-5 in FY 1984-85. The program provides primary intervention for children with emotional and behavioral problems. Services are provided in the home, the community mental health center and the Title XX Day Care Center.²³

ALPHA is a school dropout prevention program which provides counseling services to children, parents and teachers in the middle schools. ALPHA serves youth with academic and behavioral problems which result from family or personal crises. ALPHA served 30 Alachua County students in FY 1984-85.²⁴

The Child Abuse Prevention Plan operates district-wide to educate residents of the district to prevent child abuse and neglect. Prevention is implemented through public awareness, training professionals such as teachers and law enforcement officials, parent education, school prevention programs, community involvement, and the home visitors program.²⁵

Diagnosis and Evaluation

Diagnosis and evaluation involves conducting psychological and psychiatric evaluations to determine the presence and extent of emotional handicaps. Any child who goes through HRS intake and requires psychological or psychiatric diagnosis and evaluation will receive such services anywhere in the district.²⁶

Outpatient

Basic outpatient mental health services include individual, group and family therapy, parent education classes, outpatient drug and alcohol therapy and contracted services. Childrens outpatient services are available district-wide on a limited basis. The District III Mental Health Planning Council, as well as professionals working in mental health, have documented the lack of sufficient outpatient services for children.²⁷ The demand for outpatient services is increasing but funding levels are not increasing to meet the demand. A wide gap is developing between outpatient demand and service capabilities.

The HRS CREST Parent Education Training program provides outpatient services to families of children who have been adjudicated "dependent" and are participants in the HRS "Status Offender Project" in Alachua County. CREST provides intensive family counseling and parent education in the home. CREST served 23 families in FY 1984-85.²⁸

HRS Children, Youth and Families mental health professionals indicate there are an insufficient number of abused children's specialized outpatient counseling programs in the region. Mental Health Services Inc. provides intensive family counseling services for the treatment of physically and sexually abused children. In FY 1984-85, 100 children from Alachua, Levy (outside the region), Gilchrist and Dixie counties were served by the program.

Day Treatment

Day treatment provides a combination of therapeutic and educational services for children who have been diagnosed as emotionally disturbed but do not require a residential setting. Currently, there are no children's day treatment programs in the region.²⁹

Crisis Intervention

Crisis intervention maintains the child in the home and school environments during crisis situations by providing intensive counseling services in the home. Currently, there are no Intensive Crisis Counseling Programs in the region.³⁰

Crisis Stabilization and Screening Unit

Crisis stabilization units provide short-term residential care to children who are in crisis. The region's mental health professionals document that a crisis stabilization unit is the most urgently needed children's mental health service. Crisis stabilization and screening supports other programs such as foster homes and group therapeutic homes which serve emotionally handicapped children who are virtually impossible to keep in times of crisis.³¹

Foster Homes

The Department of Health and Rehabilitative Services contracts for therapeutic foster homes which provide mental health services in the traditional foster home setting for emotionally disturbed children. Therapeutic Foster Homes of North Central Florida serves 7 children district-wide annually. Services include individual psychotherapy, family therapy, psychiatric therapy and evaluation and 24-hour crisis intervention. There are an insufficient number of foster homes to adequately serve the population in need.³²

Group Homes

The Department of Health and Rehabilitative Services also contracts for therapeutic group homes which provide mental health services in a residential group setting for emotionally disturbed children. Turning Point served nine 15-17 year old males from the region in FY 1984-85. Turning Point prepares participants to live independently by age 18 by teaching job searching skills and the development of emotional and behavioral skills. Turning Point has 5 beds which is inadequate to serve the juvenile population in need.³³ Two additional group homes are also available to serve the region.

Eckerd

Eckerd offers a residential treatment program located in a wilderness environment. Eckerd camps are located outside of the region and serve emotionally disturbed children ages 7-17 statewide. The average length of stay is 12-18 months.³⁴

Commitment

Commitment Programs for severely emotionally disturbed children offer residential treatment for delinquents.

Outward Bound, in Levy County, is a residential treatment program for emotionally disturbed girls between the ages of 12-18. Outward Bound houses 15 children at one time.³⁵

Jackson Cottage, in Marianna, is a restrictive setting for severely emotionally disturbed youth that have been committed to Dozier Training School. The program serves 25 children from all over the state.³⁶

Psychiatric Residential

The region does not have adequate funding for the operation of existing psychiatric residential facilities. Psychiatric residential treatment programs offer intensive mental health services for children who may require psychiatric intervention. Thirty-four children have been on a waiting list for over a year to receive residential psychiatric treatment, which indicates that more funding is needed for residential and non-residential services.³⁷

The Eagle Bend Youth Continuum provides the only psychiatric residential treatment program in the region, which is not sufficient to meet the needs of the region. The Eagle Bend Youth Continuum, a secure residential treatment program at the Advent Christian Village in Suwannee County, served 16 children from ages 9-17 in FY 1984-85. Individual counseling, social skills development, and educational services are provided. The facility has the capacity to serve 24 children and one year is the average length of stay.³⁸

A residential treatment program for the treatment of juvenile perpetrators of sexual offenses (committed or non-committed) is lacking. These children are difficult to place, even in psychiatric residential treatment, since their offender status makes them inappropriate for placement with younger or more vulnerable children.³⁹

State Hospital

Daniel Memorial, Inc., provides inpatient services for severely emotionally disturbed children ages 5-13.⁴⁰

MacClenny, the State Hospital, has 25 beds available to adolescents.

Regionally Significant Resources: Mental Health Services, Inc., of North Central Florida, North Florida Mental Health Center, Bradford-Union Guidance Clinic, Apalachee Community Mental Health Center, and Eagle Bend Suwannee County, Child Abuse Prevention Plan, Foster Homes, Group Homes, Eagle Bend Youth Continuum, local government.

Agencies: Florida Department of Education, Department of Corrections, Department of Law Enforcement, Department of Health and Rehabilitative Services, Community Mental Health Centers, county school boards, local governments, North Central Florida Regional Planning Council.

2.4. Regional Issue/Cluster Title #7: Developmentally Disabled and Physically Handicapped

Background Analysis: Training and support services are not sufficient to provide needed services to all developmentally disabled and physically handicapped children in the region. The Children's Medical Services financial eligibility standard is so low that many needy children fail to receive care. The current financial eligibility requirement is \$9,000 for a family of four.⁴¹ In order to effectively serve children in need of medical services, the financial eligibility formula should be updated.

The Department of Health and Rehabilitative Services Children's Medical Services (CMS) provides assistance to families with diseased or handicapped children. CMS's goal is to prevent or reduce handicaps and help each afflicted child lead a more normal life. Infants may qualify if they are born ill or with birth defects. All children, regardless of parents' income, are eligible for an initial examination conducted by a pediatrician, but must meet specific requirements to receive treatment by CMS. Children may qualify for assistance if they have heart or kidney disease, cancer, or other chronic diseases. Children with speech, hearing or vision problems and abused or neglected children can also receive assistance.⁴² In November of 1985, 3,216 children in the region and 40,211 statewide received CMS services.⁴³

CMS provides a regional program located at Shands Teaching Hospital (Gainesville) which makes available specific kinds of highly specialized care. In some cases, medical teams will travel to CMS appointments at county health departments to deliver appropriate care. Services include renal disease treatment, evaluation of children with possible genetic defects and diabetic counseling and treatment.⁴⁴

The HRS Developmental Services Program directly provides or funds contract providers, including the Associations for Retarded Citizens, to provide placement, training, and support services to developmentally disabled children and adults.

HRS Developmental Services provides training and support services to 60 developmentally disabled pre-school children through contracts with the Alachua County Association for Retarded Citizens (ARC). Twenty children are served at Early Intervention Center and 40 children receive home-based intervention.

The Developmental Services program also serves approximately eight percent of the non-retarded physically handicapped children in the region. Counseling services are lacking for parents of children with epilepsy, cerebral palsy, autism or spina bifida. Case management services, which expose clients to as many of the available developmental services as possible, are lacking. Ancillary medical services related to the disability are also lacking.⁴⁵

The Alachua County ARC also has a federal grant to develop a model for family-centered intervention with families of young handicapped children. Project STRETCH, however, ended September 30, 1986. This project

provided educational experiences for children as well as training for family members.

The HRS Parent Training Program is designed to train families to provide infant stimulation and/or behavioral modification for developmentally disabled children ages 0-5. Currently, one Behavior Program Specialist works in the North Central Florida Region.

The Department of Health and Rehabilitative Services Developmental Services (DS) also provides a registry of professionals who work with young (ages 0-5) developmentally disabled children. Their goal is to prevent duplication of services and ensure that children do not "fall through the cracks". This group includes University of Florida Children's Developmental Services, the Cerebral Palsy case manager, the HRS Parent Training Supervisor, a representative from Shands' Neonatal Intensive Care Unit, the DS Diagnosis and Evaluation Team and the DS Program Office. The group meets bi-weekly to evaluate and identify appropriate services for new clients eligible for Developmental Services.

For more than a decade, decision makers in Florida have recognized the importance of developing community-based living alternatives for HRS clients, and other persons with special living needs, outside of their own homes. There are several factors which led the executive and legislative branches of government to develop a social policy to minimize the use of institutions and develop the use of community-based residential facilities.

It became apparent to the general public, social scientists, and politicians that institutions did not achieve an adequate level of remedial care for residents.

Following World War II, the development of community day programs and out-patient clinics for people who otherwise would have been placed in institutions demonstrated that such people could, in many cases, receive cheaper and better care in the community than in an institution. The philosophy of "normalization" maintained that people should remain in as normal an environment as possible, even if they are different from most of society.

A series of judicial decisions determined that if the government undertakes to institutionalize people because of abnormalities, it has the responsibility to treat them so that they can return to society as soon as possible. Furthermore, case law has developed which indicates that if incarceration is necessary, it must take place in the least restrictive setting possible. Scientific evidence demonstrates that most people can overcome developmental, emotional, and intellectual deficits if given appropriate opportunities. The policy of deinstitutionalization is based on the premise that less restrictive residential settings afford greater opportunity for individualized activities and freedom of choice for residents.

Scientific evidence also demonstrates that custodial care, which tends to dominate in institutional settings, produces side effects which are often more debilitating than the disorder initially requiring treatment.

Isolation, lack of motivation, dependency, and loss of basic social skills have all been seen, at least partially, as the result of institutional placement itself. In contrast, the community more often provides a humane, supportive atmosphere and a better quality of life. Community-based programs, which utilize existing community resources, have a less formal administrative structure and, as a result, avoid many of the organizational problems besetting institutions. In addition, community-based programs offer services that facilitate family interaction, give greater access to employment opportunities, and increase chances for moving into more independent living or home care. In many cases, community alternative programs can be delivered at less cost than similar institutional programs. However, even in cases where the costs are equivalent, the human and programmatic benefits of community services significantly out-distance institutionalization for the vast majority of disabled people.

Community-based training and support services are improving for developmentally disabled children in the region and state. Approximately 50 Gainesville Sunland residents have been moved into 'community-based "cluster homes", two of which are in Alachua County and one is in Columbia County. The homes have 24 beds each and serve a total of 72 children and adults. Cluster homes aim to normalize life in residential neighborhoods as close to the home community as possible and still maintain adequate services to meet the client's special needs. The Pediatric Cluster in Gainesville is a specialized facility which serves the most severely disabled children by providing intensive medical care. The other Alachua County Cluster and the Columbia County Cluster are the more "usual" type of cluster, designed to accommodate moderate to severely disabled and retarded clients who are largely non-ambulatory.

Sunland Center at Gainesville is a highly restrictive institutional setting for the most severely and profoundly retarded adults and for some children with complicated medical disabilities for whom no community based alternative placement is available or appropriate. The Gainesville Sunland had 753 residents as of June 30, 1986.

The Department of Education reported 6,517 developmentally disabled and physically handicapped children in the region in 1984.⁴⁶ In August, 1986, the Alachua County school district will start to serve pre-school retarded handicapped children. In Florida, HRS currently serves 5,186 retarded or physically disabled clients in institutions, community-based residential services, or in their homes.⁴⁷

Regionally Significant Resources: Shands Teaching Hospital, Cluster Homes in Alachua and Columbia Counties, Gainesville Sunland, Association for Retarded Citizens.

Agencies: Florida Department of Health and Rehabilitative Services, Department of Education, county school boards, North Central Florida Regional Planning Council, local governments.

2.5. Regional Issue/Cluster Title #8: Maintaining and Strengthening the Family Unit

Background Analysis: Children who are believed to be abused or neglected are referred by law enforcement, school personnel, private citizens, medical personnel, clergy, other HRS staff, and many other sources to the Department of Health and Rehabilitative Services Children, Youth and Families Dependency/Delinquency Intake. HRS also operates a 24-hour Abuse Registry with a statewide toll free number to record reports of suspected abuse or neglect. Reports received by the Registry are referred to staff throughout the state for investigation. Intake staff are available around the clock in every county to investigate reports. Under Florida law, it is illegal for any citizen who has good reason to suspect a child is being abused or neglected to fail to report the case. When Intake receives an abuse or neglect referral, a counselor is assigned to investigate the charge. By state statute all abuse or neglect referrals alleging danger to the child must be investigated immediately; all other referrals must be investigated within 24 hours. Child abuse and neglect is generally under reported.⁴⁸ As residents of the region begin to utilize the Abuse Registry, the demand for services for abused and neglected children will increase.

Following the investigation the Intake Counselor determines whether the charge was founded or unfounded. Founded referrals may be handled judicially or non-judicially. HRS makes a recommendation to the State Attorney as to how each case should be handled. The State Attorney considers the HRS recommendation in the decision whether to bring a case to court.

Services available for abused and neglected children include temporary emergency shelter in shelter facilities or shelter homes, foster care, adoption placement, child protective services, day care, referral to the Child Protection Team (funded by HRS) for specialized medical and counseling services, physical and sexual abuse treatment programs, intensive crisis counseling, and in-home parenting services (homemaker, housekeeper, parent aide). However, most of these services are provided in, or available to residents of Alachua County.

Factors associated with child neglect, such as low income and family alcoholism, are prevalent in the region.⁴⁹ Child neglect occurs ten times more frequently in homes with incomes under \$7,000, compared to families who earn over \$25,000.⁵⁰ The region has a greater average number of families living below the poverty level than the state average (9.9%). The number of families living in poverty in the region range from 13.4 percent in Union County to 26.4 percent in Madison County.⁵¹

Family alcoholism, the presence of one or more alcoholic adults within a family, is another factor related to the occurrence of child neglect and abuse. The estimated percent of alcoholics in the region (7.3%) is greater than statewide (6.4%).⁵² Approximately 25.0 percent of child-abusing parents have been found to be alcoholic.⁵³

The region does not have enough staffed emergency shelters to serve abused and neglected children in crisis. Children are often referred to foster homes due to lack of space in existing emergency shelters. The Interface program (Alachua County) provides temporary shelter to approximately 100 abused and runaway children per year from the region.⁵⁴

The region's temporary emergency family shelters are inadequate to serve abused and neglected children. Emergency family shelters are provided by citizens in the community who have contracted with HRS to provide short-term housing for abused or neglected children.⁵⁵

While mental health outpatient counseling programs are available in each county in the region, funding is not adequate to meet current treatment needs.⁵⁶ Victims of abuse treatment programs would provide an intensive outpatient counseling service to abused children and their families. The District 3 HRS Children Youth and Families Program reports that the development of more outpatient services for victims of abuse is an urgent priority (see Regional Issue 2.3.).

Regionally Significant Resources: Florida Department of Health and Rehabilitative Services, Children, Youth and Family Services local offices; Community Mental Health Centers; Interface Program (Alachua County).

Agencies: Florida Department of Health and Rehabilitative Services, Department of Law Enforcement, Department of Education; county school boards; North Central Florida Regional Planning Council; local governments.

2.6. Regional Issue/Cluster Title #9: Alcohol, Drug Abuse and Mental Health Services

Background Analysis: The Bradford-Union Guidance Clinic and the North Florida Mental Health Center does not receive funding specifically for adolescent alcohol and drug abuse services. In each case, substance abuse services for children are funded by the Department of Health and Rehabilitative Services Alcohol, Drug Abuse and Mental Health Program Office to provide individual and family counseling on an outpatient basis for children and adolescents with a wide range of problems, including substance abuse. Indirect funding, however, does not provide adequate services to juveniles in need of substance abuse treatment.

The full range of children's substance abuse services (service continuum) is defined as follows: education (school curriculum, media, youth groups); outreach; prevention (school-based prevention, alternative activities); early intervention; aftercare; outpatient; day treatment; residential (long and short term); detoxification/sobering up; and case management. The service delivery areas are as follows: Mental Health Services, Inc. of North Central Florida serves Alachua, Dixie, and Gilchrist counties (also Levy which is outside the region); The North Florida Mental Health Center serves Hamilton, Suwannee, Columbia and

Lafayette counties; the Bradford-Union Guidance Clinic serves Bradford and Union counties; and the Apalachee Community Mental Health Center serves Madison and Taylor counties.⁵⁷

The region's alcohol and drug abuse range of services is underfunded, fragmented and incomplete. Adequate attention and funding has not been available for substance abuse prevention, intervention and treatment, and children in need of such services are underserved or unserved. Recent estimates indicate that about two percent of the juvenile population has a problem with substance abuse, or about 944 youth. The downfall of substance abuse services is that in the rural counties, only the most severe cases of substance abuse receive attention. The lack of funding has impeded the development of substance abuse prevention/intervention programs. The advantage of early intervention is that clients require fewer services and are less likely to utilize more costly intensive services. Primary preventive measures reduce the otherwise limitless population of clients in need of residential care. The front end of the range of services--education, outreach, prevention and intervention --lacks adequate funding. Such programs reduce the need for residential placements and the cost of such care to families and society.⁵⁸

Accessibility to mental health care is limited by lack of transportation in the rural areas. Most children's substance abuse treatment programs are located in Gainesville, and children in the rural counties receive minimal treatment. Substance abuse education, outreach and prevention programs are undeveloped and most serve only Alachua County residents. Only two caseworkers provide aftercare and case management services, which is not sufficient to coordinate the current caseload of juveniles. Outpatient services are inadequate to meet the needs of juvenile substance abusers. Day treatment and residential treatment facilities are not adequate to meet patient demand. There are no children's detoxification and sobering-up facilities in the region.

Education

The Bradford-Union Guidance Clinic and North Florida Mental Health Center provide education programs to local schools and other community agencies on request.⁵⁹

Outreach

The Department of Health and Rehabilitative Services provides an outreach program to juveniles in detention centers. Individual and group therapy, substance abuse counseling, occupational and vocational counseling are provided.⁶⁰

Prevention

The North Florida Mental Health Center uses some of its total drug abuse funding to provide a prevention/intervention program to all age groups. The demand and need for services far exceeds the center's ability to meet this need due to insufficient funding. The Bradford-Union Guidance Clinic provides prevention programs to schools and other community agencies on request.⁶¹

The Corner Drugstore has an excellent substance abuse prevention program which serves primarily Alachua County, and upon request, Gilchrist and Dixie Counties. The program provides drug education two nights per week in the Alachua County middle and high schools. Approximately 1,000 students participate annually.⁶²

The HRS Alpha drug and school dropout prevention program operates in one middle school per school year in Alachua County. The students spend one-half of the school day in the Alpha classroom. The program teaches self esteem, decision-making skills, pharmacology and how to say "no" to drugs. Thirty children participate in Alpha per year.⁶³

In Alachua County, the Corner Drugstore also provides drug education and prevention programs at pre-existing community recreation programs during the summer. Prevention services also include public awareness programs in Alachua County such as alcohol and drug-free high school graduation parties.⁶⁴

Intervention

Mental Health Services, Inc. provides early intervention services to persons under 18 and their families who are experiencing or are at high-risk to experience impaired ability to meet the ordinary demands of daily living. Children of substance abusers and teenage parents are often high-risk. Services are provided in the home, the Community Mental Health Center and in the Title XX Day Care Center. In FY 1984-85, 110 children age 3-5 were served by the programs. Mental Health Services, Inc. also contracts services to the Alachua County School Board.⁶⁵

Aftercare

Two case management staff in the region find work for children who are released from institutional settings. The purpose of aftercare is to monitor the behavior and mental health of these clients, especially during the transitional period into the community, to avoid reinstitutionalization.⁶⁶

Outpatient

Outpatient counseling services are inadequate to meet the needs of juvenile substance abusers. Mental Health Services, Inc. provided 44

children with addictions counseling.⁶⁷ The number of juveniles receiving outpatient counseling for substance abuse from the other community mental health centers in the district is not known, since counseling is basically limited to treating psychiatric and emotional problems. Substance abuse and mental health clients are not counted separately, so the data is not disaggregated to indicate how many received either mental health or substance abuse counseling.⁶⁸

The Outpatient Clinic, sponsored by Mental Health Services, Inc., serves residents of Alachua County who have problems due to alcohol abuse. Also, the Student Assistance Program serves two high schools and various clinics in the community.⁶⁹

Transitions, sponsored by the Corner Drugstore, is an outpatient counseling program for children and adults with substance abuse problems. Transitions provided outpatient services to 12 juvenile substance abuser in FY 1984-85. The primary service counties are Alachua, Gilchrist and Dixie.⁷⁰

Day Treatment

Day Treatment facilities are not available to adequately serve the region.⁷¹ Little House, in Gainesville, sponsored by Mental Health Services, Inc., of North Central Florida, provides day treatment to two juvenile female substance abusers in the region. Day treatment provides a residential setting. Females often participate in day treatment since residential treatment is not available to them.⁷² Day treatment, however, is not an appropriate substitute for females who require residential treatment.

Residential Treatment

Juvenile substance abusers in the region are served by Little House (Gainesville), which is the only residential treatment program in the region. Rural residents who are referred for residential treatment may be prevented from receiving such therapy due to lack of transportation into Gainesville. Little House (non-secure) has space for 8 male children and serves approximately 18 annually.⁷³ Residential treatment is not available to female substance abusers. As an alternative, they are sometimes placed in day treatment which does not always meet their needs.

Bridge House in Gainesville, also sponsored by Mental Health Services, provides non-secure residential services for male children in the region who are alcohol dependent. The program emphasizes long-term behavior stabilization and provides counseling and assistance during the community re-entry phase. Bridge House has 8 beds and serves approximately 8 male children annually. Residential services are not available to alcohol dependent females.⁷⁴

Detoxification and Sobering-up

There are no detoxification and stabilization services for victims of drug abuse in the region.⁷⁵

Case management

Two case management professionals structure the activities of children who are waiting for psychiatric residential treatment. Ideally, the case management system is designed to expose the client to as many of the mental health service programs as possible, and to design and utilize a system of communication between mental health providers. Case management is underfunded and the professionals do not have time to coordinate mental health services to the children receiving care. Instead, they attend to children waiting for and coming out of psychiatric residential care.⁷⁶

Regionally Significant Resources: Mental health Service, Inc., of North Central Florida, North Florida Mental Health Center, Bradford-Union Guidance Clinic, Apalachee Community Mental Health Center, The Corner Drugstore, Metamorphosis.

Agencies: County school boards; Florida Department of Health and Rehabilitative Services, Department of Education, Department of Corrections, Department of Law Enforcement; North Central Florida Regional Planning Council; local governments.

2.7. Regional Issue/Cluster Title #10: Reducing the Occurrence of Juvenile Delinquency

Background Analysis: Florida's juvenile delinquency commitment programs are ranked by categories of restrictiveness which refer to "constraints placed upon the liberty of participants." Programs available to juvenile delinquents ranked from the least to the most restrictive are: (1) all non-residential programs such as intensive counseling and TRY Centers; (2) Family Group Homes; (3) STEP, STOP, which are short-term programs; (4) all other community residential programs (Halfway Houses, START Centers, Group Treatment Homes); and (5) Training Schools.⁷⁷

Juvenile delinquent services provide a program at every level of restrictiveness in the region which increases the likelihood that a juvenile delinquent will receive the least restrictive treatment program possible. Alachua County provides intensive counseling to 24 juvenile delinquents annually, and 4 family group homes located in Alachua County serve approximately 4-8 juveniles per year. Bradford County operates a STOP camp which serves about 120 delinquents yearly, and Alachua County hosts a Halfway House for 22 females.⁷⁸ The Alachua Detention Center houses

youth who await judicial hearings. Approximately 84.4 percent of the Florida juvenile delinquent commitment population is male and 54 percent are white. Property-related felony offenses account for 75.5 percent of the commitments.⁷⁹

The number of juvenile felony and misdemeanor referrals, proportionate to population, is lower in the region than statewide. The number of juvenile delinquents committed to training schools and training camps is decreasing. Community control programs for juveniles are expanding, which reduces the number committed to more restrictive HRS programs. Programs are established at every level of the service continuum for juvenile delinquents.

In 1984-85, there were 1,065 felony referrals and 1,026 misdemeanor referrals to the HRS Children, Youth and Families program office (CYF). This referral rate was slightly lower than the rate statewide. Referrals include the number of services one person may receive from CYF. An unduplicated count of the number of juveniles who received CYF services is unavailable at this time.⁸⁰

Due to the expansion of community control programs, there is a decreasing number of juvenile delinquents in the region committed to training schools and other residential programs. The number of juvenile delinquents under community control is approximately 3.5 times greater than the number of delinquents committed to an HRS program. Also, the number of delinquents committed to residential programs has decreased by 33.0 percent during the period 1983-1985.⁸¹

Regionally Significant Resources: Alachua Detention Center, STOP Camp, Halfway House, Lancaster Youth Development Center.

Agencies: Florida Department of Health and Rehabilitative Services, Department of Education, Department of Corrections; North Central Florida Regional Planning Council; local governments.

2.8. Regional Issue/Cluster Title #11: Access to Health Care

Background Analysis: The eligibility requirements of Childrens Medical Services are outdated and fall substantially below the current federal poverty level. Consequently, many needy children are not served by the program. Developmental Services only serves a small percentage of physically handicapped children. Counseling services to parents, case management and ancillary medical services are needed to improve the quality of Developmental Services to handicapped children.

The Department of Education reported 6,517 developmentally disabled and physically handicapped children in the region in 1984.⁸² Statewide, HRS currently serves 5,186 retarded or physically disabled clients in institutions, community-based residential services, or in their homes.⁸³

The number of physically handicapped children in the region has not been estimated.

The HRS Children's Medical Services (CMS) Program fails to serve many children in need due to outdated eligibility requirements.⁸⁴ Presently, the eligibility standard is \$9,000 for a family of four. The 1986 federal poverty level for a family of four is \$11,004. CMS provides assistance to families with handicapped children, or children with disabling diseases. In FY 1984-85, CMS served 3,216 children in the region.⁸⁵

The goal of Children's Medical Services is to prevent handicaps and help disabled children lead a well-adjusted life. Infants may qualify if they are born with an illness or with a birth defect. Children may qualify for assistance if they have heart disease, cancer, kidney disease or other chronic diseases. Children with speech, hearing or vision problems and abused or neglected children can also receive assistance. All children, regardless of parents' income, are eligible for an initial examination conducted by a pediatrician, but must meet specific income eligibility requirements to receive treatment.⁸⁶

CMS also provides a regional program located at Shands Teaching Hospital (Gainesville) which makes available specific kinds of highly specialized care. In some cases, special medical teams will travel to CMS appointments at county health departments to deliver appropriate care. Services include renal disease treatment, evaluation of children with possible genetic defects and diabetic counseling and treatment.⁸⁷

The Developmental Services program serves approximately 8.0 percent of the non-retarded physically handicapped children in the region. Counseling services are lacking for parents of children with epilepsy, cerebral palsy, autism or spina bifida. Case management services, which expose clients to as many of the available developmental services as possible, are lacking. Ancillary medical services related to the disability are also lacking.⁸⁸

The Alachua County Association for Retarded Citizens (ARC) has a federal grant to develop a model for family-centered intervention with families of young handicapped children. Project STRETCH, however, ended September 30, 1986. This project provided educational experiences for children as well as training for family members.

The HRS Vocational Rehabilitation Program is targeted for persons 17+ years of age. However, the program served 16 children in the region under 16 years of age, and 844 persons 17+ years in FY 1984-85. Vocational rehabilitation provides disabled children with job training and preparation to use necessary equipment on a daily basis outside of the sheltered environment.

Agencies: Florida Department of Health and Rehabilitative Services, Department of Education; county school boards; North Central Florida Regional Planning Council.

Endnotes:

1. C. Arden Miller, "Infant Mortality in the U.S.," Scientific American, Volume 253, Number 1 (July, 1985).
2. North Central Florida Health Planning Council and Vital Statistics, 1980-1984. The infant mortality rates were calculated from a 5-year period to statistically compensate for the small populations of some counties.
3. The Florida Center for Children and Youth, Newsline, (Tallahassee, Florida: June - July 1985).
4. Developmental Disabilities Planning Council, Florida's Children: Their Future is in Our Hands, (Tallahassee, Florida: 1985).
5. Regional Prenatal Intensive Care Program. Interview with head pediatrician Dr. Bucciarelli. Gainesville, FL., August, 1986.
6. In FY 1984-85, the high-risk obstetrical component served 3,967 statewide and the neonatal component served 6,017 infants statewide. Florida Department of Health and Rehabilitative Services Florida Perinatal Intensive Care Program. Telephone conversation with Ms. Janet Evans, November 1985.
7. The Department of Health and Rehabilitative Services, Improved Pregnancy Outcome Needs Summary 1986-1987.
8. Florida Department of Health and Rehabilitative Services Maternal and Child Health. Data furnished by Francis Storey, November, 1985.
9. Florida Department of Health and Rehabilitative Services Women, Infants and Children. Data furnished by Ann Load, April, 1986.
10. Department of Health and Rehabilitative Services, Child Welfare Services in Florida, (Tallahassee, FL: August 1985).
11. Florida Department of Health and Rehabilitative Services Juvenile Delinquent Data Analysis Unit. Data furnished by Mr. Edward Bell, November, 1985.

12. Executive Office of the Governor, Trends and Conditions for Florida, (Tallahassee, Florida: April, 1985).
13. State of Florida Division of Economic Development, Florida County Comparisons 1984, (Tallahassee, FL: 1984).
14. State of Florida Department of Health and Rehabilitative Services Department of Alcoholic and Drug Abuse. Telephone Communication with Dr. Williams, 1985.
15. Perrin, Thomas, "Research Reports: Alcohol and Family Violence," COA Review. Vol. 4, (July-August 1983). Cited in Newsline, "Family Alcoholism: The Link to Other Problems," Laurie Goldberg, (February-March, 1985).
16. Department of Health and Rehabilitative Services Children Youth and Families. Amanda Grey, April 1986. The data are not disaggregated by county.
17. State of Florida Department of Health and Rehabilitative Services Children, Youth and Families. Telephone interview with Mr. Jim Pearce. (Gainesville, FL: January, 1986).
18. Department of Health and Rehabilitative Services Children Youth and Families, Children's Mental Health Plan, (Tallahassee, FL: April, 1986).
19. Florida Consensus Estimating Conference, State of Florida Population and Demographic Forecast. Fall Conference FY 1985-1986 and 1986-1987.
20. District III Mental Health Planning Council, 1983-87 District Plan for Alcohol, Drug Abuse and Mental Health Services, (Gainesville, Florida: 1985).
21. District III Mental Health Planning Council, Update to the 1983-1987 District III Plan, (Gainesville, Florida: 1985).
22. Ibid.

23. The Department of Health and Rehabilitative Services Children Youth and Families Program Office. Data provided by Mr. Jim Pearce and Ms. Amanda Gray.
24. Ibid.
25. In the Home Visitors program, HRS staff visit the homes of families at risk for child abuse and neglect, to monitor parents' behavior and growth. Telephone interview with Ms. Karen Leathers, the Corner Drugstore, Gainesville, Florida, April, 1986.
26. Department of Health and Rehabilitative Services Children, Youth and Families Program Office. Telephone interview with Ms. Amanda Gray, April, 1986.
27. District III Mental Health Planning Council. 1983-87 District Plan for Alcohol, Drug Abuse and Mental Health Services. The outpatient programs exhibit a great disparity between population demand and funding resource capability. Estimates indicate that less than one percent of childrens' need for outpatient services is being met. In FY 1984-85, the North Florida Mental Health Center provided outpatient services to 100 children in Hamilton, Columbia, Suwannee and Lafayette Counties. The Bradford-Union Guidance Clinic served 15, and the Apalachee Community Mental Health satellite clinics served approximately 53 children from Madison and Taylor counties on an outpatient basis. Mental Health Services of North Central Florida provided outpatient counseling to 435 children from Alachua, Levy (outside of the region), Dixie and Gilchrist counties.
28. The Department of Health and Rehabilitative Services Children, Youth and Families Program Office. Data furnished by Mr. Jim Pearce and Ms. Amanda Gray, Gainesville, Florida, April, 1986. District II Mental Health Planning Council, 1983-87 District Plan for Alcohol, Drug Abuse and Mental Health Services, (Gainesville, Florida: 1983).
29. Ibid.
30. Ibid.
31. Ibid.

32. Ibid.
33. Ibid.
34. Ibid.
35. Ibid.
36. Ibid.
37. Ibid.
38. Ibid.
39. Ibid.
40. Ibid.
41. Florida Department of Health and Rehabilitative Services Children's Medical Services, Tallahassee. Telephone interview with Mr. Kern Jackson and Mr. Robert Sloyer. April, 1986.
42. Florida Department of Health and Rehabilitative Services, Children's Medical Services, (Tallahassee, Florida: 1985).
43. Florida Department of Health and Rehabilitative Services Children's Medical Services Program Data Division. Telephone communication with Mr. Kern Jackson.
44. Florida Department of Health and Rehabilitative Services, Children's Medical Services, (Tallahassee, Florida: 1985).
45. Department of Health and Rehabilitative Services Developmental Services. Telephone interview with Becky McQueen, Epilepsy Services, January, 1986.
46. This figure includes ages 3 to 21. The data, statewide, in this age group, there were 200,026 developmentally disabled and physically handicapped youth. State of Florida Department of Education. Education Information Services. Telephone communication with Ms.

Barbara Williams, January, 1986.

47. Executive Office of the Governor, Trends and Conditions for Florida, (Tallahassee, Florida: 1985). Once served almost exclusively in Florida's six Sunland Centers, the number of institutionalized developmentally disabled has dropped from 4,659 in 1975 to 2,128 in 1985. The number of community-based clients has increased from 6,915 in 1975 to 18,744 in 1985.
48. Department of Health and Rehabilitative Services, Child Welfare Services in Florida, (Tallahassee, Florida: August, 1985).
49. Florida Department of Health and Rehabilitative Services Juvenile Delinquent Data Analysis Unit. Data furnished by Mr. Edward Bell, November, 1985.
50. Executive Office of the Governor, Trends and Conditions for Florida, (Tallahassee, Florida: April, 1985).
51. State of Florida Division of Economic Development, Florida County Comparisons 1984, (Tallahassee, Florida: 1984).
52. Florida Department of Health and Rehabilitative Services Department of Alcoholic and Drug Abuse. Data furnished by Dr. Williams, 1985.
53. Perrin, Thomas, "Research Reports: Alcohol and Family Violence," COA Review. Vol. 4, (July-August 1983). Cited in Newsline, "Family Alcoholism: The Link to Other Problems," Laurie Goldberg, (February-March, 1985).
54. Florida Department of Health and Rehabilitative Services Children Youth and Families Program Office. Amanda Grey, April 1986. The data are not disaggregated by County.
55. Florida Department of Health and Rehabilitative Services Children, Youth and Families, Gainesville, Florida. Telephone interview with Mr. Jim Pearce. January, 1986.
56. Department of Health and Rehabilitative Services Children, Youth and Families, Children's Mental Health Plan, (April, 1986).

57. District III Mental Health Planning Council, 1985 Update to the 1983-87 District III Plan for Alcohol, Drug Abuse and Mental Health Services, (Gainesville, Florida: 1985).
58. Ibid.
59. District III Mental Health Planning Council, 1983-1987 District Plan for Alcohol, Drug Abuse and Mental Health Services, (Gainesville, Florida: 1983).
60. Florida Department of Health and Rehabilitative Services Children, Youth and Families Program Office. Interview with Ms. Amanda Gray. Gainesville, Florida. March, 1986.
61. District III Mental Health Planning Council. District Plan.
62. The Corner Drugstore. Telephone interview with Ms. Karen Leathers, April, 1986.
63. Ibid.
64. Ibid.
65. Florida Department of Health and Rehabilitative Services Children, Youth and Families Program Office. Data provided by Mr. Jim Pearce and Ms. Amanda Gray.
66. Ibid.
67. Mental Health Services, Inc. of North Central Florida. Data provided by Ms. Janet Despard.
68. The mental health centers provided outpatient counseling for individuals and families to address a wide range of problems, an unknown number of which were substance abuse. The Bradford-Union Guidance Clinic served 15 juveniles, the North Florida Mental Health Center served 100, and Apalachee served 53 juveniles in FY 1984-85.
69. Clinic services include community consultation and education, prevention evaluation and outpatient treatment, to name a few. Mental Health Services, Inc. Telephone interview with Ms. Janet Despard. Gainesville, Florida, April, 1986.

70. The service district includes Levy County, which is outside the region. Department of Health and Rehabilitative Service Children, Youth and Families Program Office. Data provided by Mr. Jim Pearce and Ms. Amanda Gray.
71. District III Mental Health Planning Council, 1985 Update to the 1983-1987 District Plan for Alcohol, Drug Abuse and Mental Health Services, (Gainesville, Florida: 1985).
72. Little House. Telephone interview with Program Director, Mr. Richard Anderson. March, 1986.
73. Department of Health and Rehabilitative Service Children, Youth and Families Program Office. Data provided by Mr. Jim Pearce and Ms. Amanda Gray.
74. Ibid.
75. Ibid.
76. Ibid.
77. Florida Department of Health and Rehabilitative Services Children, Youth and Families Program Office, Data Analysis Unit. Florida's Juvenile Delinquency Commitment Programs: A Description and Assessment 1984.
78. Florida Department of Health and Rehabilitative Services Children, Youth and Families Program Office. Telephone Communication with Mr. Jim Pearce, November, 1985.
79. Ibid.
80. Florida Department of Health and Rehabilitative Services Juvenile Delinquent Data Analysis Division. Data furnished by Mr. Ed Bell, (Tallahassee, Florida: November, 1985).
81. Florida Department of Health and Rehabilitative Services Children Youth and Families Data Management Systems. December 9, 1985.

82. This figure includes ages 3-21. Statewide, in this group, there were 200,026 developmentally disabled and physically handicapped youth. This data should be desegregated for planning purposes. Developmentally disabled and physically handicapped children have different needs. Florida Department of Education, Education Information Services. Telephone interview with Ms. Barbara Williams, Tallahassee, Florida, January, 1986.
83. Executive Office of the Governor, Trends and Conditions for Florida, (Tallahassee, Florida: 1985).
84. Florida Department of Health and Rehabilitative Services, Draft Agency Functional Plan 1987-1991, (Tallahassee, Florida: May, 1986).
85. HRS Children's Medical Services Program Data Division. Telephone interview with Mr. Kern Jackson, January, 1986.
86. Florida Department of Health and Rehabilitative Services, Childrens's Medical Services, (Tallahassee, Florida: 1985).
87. Ibid.
88. Florida Department of Health and Rehabilitative Services Developmental Services. Telephone interview with Becky McQueen, Epilepsy Services, January, 1986.

STATE GOAL 3: FAMILIES

Florida shall strengthen the family and promote its economic independence.

3.1. Regional Issue/Cluster Title #12: Maintaining and Strengthening the Family Unit

Background Analysis: The structure of the American family is changing rapidly. Nationally, the number of single-parent families increased by 97.0 percent from 1970 to 1981. Recent estimates indicate that by 1990, only 56.0 percent of children in America will spend their childhood living with both natural parents. In addition, out-of-wedlock births as a proportion of live births nationwide, climbed from less than 11.0 percent in 1970 to almost 19.0 percent in 1981. Eighty-seven percent of those families who receive Aid to Families with Dependent Children (AFDC) payments do not have fathers present in the home to provide support. As a result, mothers and children are left to their own resources, which often results in what is frequently called "the feminization of poverty." Furthermore, estimates indicate that single-parent families receiving government assistance cost the taxpayers \$20 to \$30 billion a year.

Several programs in the region are designed to strengthen and maintain the family unit. Reports of incidences of child abuse and neglect are increasing as reporting methods are developed and become accessible to the public. There are an insufficient number of temporary shelters which provide "cooling off periods" and therapeutic counseling services to abused and neglected children. The opportunity to keep families together should be maximized through such services. The problem of alcoholism, which is correlated with the occurrence of child abuse and neglect, is not adequately addressed by community mental health centers due to lack of funding for outpatient counseling and other treatment programs. An alcoholic family member is often a source of stress to the family unit, and social services designed to meet the needs of alcoholics and to maintain the family unit should be readily accessible. Social services in the region are not prepared to meet the demands for programs which serve victims of family violence, such as spouse abuse. Spouse abuse shelters provide important "cooling off" periods and protection services which can sometimes help to keep the family unit in tact. In broken families of all incomes, neglect of child support payment disrupts emotional and economic functions of the single-parent family unit. The Child Support Enforcement Program has been created to enforce the payment of child support and therefore minimize family stress. Family mediation centers are being created to resolve family disputes, and strengthen and maintain the family unit. Children's substance abuse and mental health prevention, education and intervention programs which address family crises are also designed to keep the family together are inadequate to meet service demands in the region.

Factors associated with child neglect, such as low income and family alcoholism, are prevalent in the region.¹ Child neglect occurs ten times more frequently in homes with incomes under \$7,000, compared to families who earn over \$25,000.² The region has a greater average number of

families living below the poverty level than the state average (9.9%). The rate of families living in poverty ranges from 13.4 percent in Union County to 26.4 percent in Madison County.³

North central Florida is the poorest region in the state. Low capita income, and the large population of food stamp and AFDC recipients reflect trends which jeopardize the strength of the family unit. In 1985, the per capita income in the region was \$9,407--the lowest in the state and 30.0 percent lower than the state's per capita income of \$13,384.⁴ Alachua and Suwannee County have been named "hunger counties" by a Harvard research team.⁵ Although 12,567 families received food stamps in the region in FY 1984-85, many families and individuals who are eligible for food stamps do not receive them.⁶ In FY 1984-85, 99,506 families in the region received Aid to Families with Dependent Children.⁷

Family alcoholism, the presence of one or more alcoholic adults within a family, is also correlated with the occurrence of child neglect and abuse. The estimated number of alcoholic drinkers in the region (7.3%) is greater than statewide (6.4%).⁸ Approximately 25.0 percent of child-abusing parents have been found to be alcoholic.⁹ Due to a lack of funding, community mental health centers are unable to provide adequate services for adult drug and alcohol abusers (see Regional Issue 6.3.). Alcohol abuse prevention, outpatient counseling, day treatment, case management and non-residential programs and family assistance and support services are not sufficient to meet the demand for such services in the region.¹⁰

Children who are believed to be abused or neglected are referred by law enforcement, school personnel, private citizens, medical personnel, clergy, HRS staff, and many other sources, to the Department of Health and Rehabilitative Services Children, Youth and Families Dependency/Delinquency Intake Program Office. HRS also operates a 24-hour Abuse Registry with a statewide toll-free number to record reports of suspected abuse or neglect. Reports received by the Registry are referred to staff throughout the state for investigation. Intake staff are available around the clock to investigate reports. Under Florida law, it is illegal for any citizen who has good reason to suspect a child is abused or neglected to fail to report the case. When Intake receives an abuse or neglect referral, a counselor is assigned to investigate the charge. By state statute, all abuse or neglect referrals alleging danger to the child must be investigated immediately; all other referrals must be investigated within 24 hours. Following the investigation, the Intake counselor determines whether the charge was indicated or unfounded. Indicated referrals may be handled judicially or non-judicially. HRS makes a recommendation to the State Attorney as to how each case should be handled. The State Attorney considers the HRS recommendation in the decision whether to bring a case to court.

Child abuse and neglect is generally under-reported.¹¹ As residents of the region begin to utilize the Abuse Registry, the demand for services for abused and neglected children will most likely increase. Services available for abused and neglected children include temporary emergency

shelter, foster care, adoption placement, child protective services, day care, referral to the Child Protection Team (funded by HRS) for specialized medical and counseling services, physical and sexual abuse treatment programs, intensive crisis counseling, and in-home parenting services (homemaker, housekeeper, parent aide). Most of these services, however, are only available to residents of Alachua County.

There are not an adequate number of staffed emergency shelters to serve abused and neglected children in crisis. The Interface program (Alachua County) provides temporary shelter to approximately 100 abused and runaway children per year from the region.¹² There are also an inadequate number of temporary emergency family shelters to serve abused and neglected children. Temporary emergency family shelters are provided by citizens in the community who have contracted with HRS to provide short-term housing for abused or neglected children.¹³

While mental health outpatient counseling programs are available to children in each county in the region, funding is not adequate to meet current treatment needs for juvenile victims of abuse and neglect.¹⁴ The development of more outpatient services for victims of abuse is an urgent priority for the HRS Children, Youth and Families Program Office (see Regional Issue 2.3.). Mental Health Services, Inc. provides intensive family counseling services for the treatment of physically and sexually abused children. In FY 1984-85, 100 children from Alachua, Levy (outside the region), Gilchrist and Dixie counties were served by the program.

The Child Abuse and Neglect Prevention Programs educate residents of the region to prevent child abuse and neglect. Prevention is implemented through public awareness, training and awareness for teachers, law enforcement officials and other professionals, parent education, school prevention programs, community involvement, and the Home Visitors program.¹⁵

The Department of Health and Rehabilitative Services also provides community-based shelters for victims of spouse abuse.¹⁶ Currently, numbers of abused spouses in each county are not available. However, in the Alachua County area in 1984-85, the Sexual and Physical Abuse Resource Center (SPARC) housed 114 women and children, counseled 265 women out-of-shelter, provided information and referral services for approximately 600 persons and reached about 380 persons through 63 public presentations.¹⁷ Due to the Gainesville location and the lack of transportation services, SPARC is somewhat inaccessible to residents of rural counties in the region. Furthermore, SPARC is often filled to capacity and is not equipped to meet the needs of the entire region.

The Child Support Enforcement Program was created by the federal government to enforce support obligations owed by absent parents to their children, locate absent parents, establish paternity and obtain child support. Newly enacted legislation puts more emphasis on program management and incentives for states to do a better job of collecting child support payments from both AFDC and non-AFDC families. With stronger enforcement provisions, child support agencies can now use

various methods to collect support payments, including the interception of tax refund checks, mandatory income withholding and liens against property and security. Within the region in June, 1986, 1,496 collected court-ordered child support payments averaged \$105 each, which totalled \$157,269.81. Court orderd child support payments which were not collected numbered 1,930.

Family dispute resolution centers are new to Florida but could be made available to mediate family disputes to maintain and strengthen the family unit. Alachua County Court Services operates a family mediation center to provide professional mediation to families engaged in child custody disputes. Currently, Family Mediation operates in the form of a pilot program available to residents of Alachua County, funded by Alachua County and the Florida Bar Foundation. The program must demonstrate a need for services before being funded on a full-time basis.

Various children's mental health education, prevention and intervention programs are designed to keep families together by teaching parents and children how to work together to manage mental health and substance abuse problems. However, prevention, education and crisis intervention programs are underfunded and therefore the provision of such services is limited.¹⁸ Furthermore, accessibility to mental health and substance abuse services provided by Community Mental Health Centers is limited by lack of transportation in the rural areas. Most mental health programs for children are limited to Alachua County, and children in the rural counties receive minimal treatment and services (see Regional Issues 2.3. and 2.6.).

The full range of services for children's mental health is designated as prevention, diagnosis and evaluation, outpatient, day treatment, crisis intervention, crisis stabilization, foster homes, group homes, Eckerd Camp, committment programs, psychiatric residential and, finally, inpatient services. The full range of children's substance abuse services is defined as follows: education (school curriculum, media, youth groups); outreach; prevention (school-based prevention, alternative activities); early intervention; aftercare; outpatient; day treatment; residential (long and short term); detoxification/sobering up; and case management.¹⁹

Primary mental health and substance abuse prevention programs identify children at risk to develop such problems and aim to prevent their development. Prevention saves human suffering and reduces the need for high-cost intensive treatment at a later date. The number of prevention programs in the region is inadequate, especially in the rural counties.²⁰

The HRS Children, Youth and Families Prevention Program served 110 Alachua County children ages 3-5 in FY 1984-85. The program provides primary intervention for children with emotional and behavioral problems and families who experience impaired ability to meet the ordinary demands of daily living. Children of substance abusers and teenage parents are often at high risk for such problems. Services are provided in the home, the Community Mental Health Center and the Title XX Day Care Center.²¹ ALPHA, a school dropout prevention program, provides counseling services

to children, parents and teachers in the middle schools. ALPHA serves youth with academic and behavioral problems which result from family or personal crises. ALPHA served 30 Alachua County students in FY 1984-85.²²

Basic outpatient mental health services include individual, group and family therapy, parent education classes, outpatient drug and alcohol therapy and contracted services. Children's outpatient services are available district wide on a limited basis. The lack of sufficient outpatient services for children has been extensively documented.²³ A wide gap is developing between outpatient demand and service capabilities.

The HRS CREST Parent Education Training program provides outpatient services to families of children who have been adjudicated "dependent" and are participants in the HRS "Status Offender Project" in Alachua County. CREST provides intensive family counseling and parent education in the home. CREST served 23 families in FY 1984-85.²⁴

Day treatment provides a combination of therapeutic and educational services for children diagnosed as emotionally disturbed but do not require a residential setting. Day treatment allows the child to live at home and receive treatment services during the day while parents are at work. Currently, there are no children's day treatment programs in the region.²⁵

Crisis intervention maintains the child in the home and school environments during crisis situations by providing intensive counseling services in the home. Currently, there are no Intensive Crisis Counseling Programs in the region.²⁶

Crisis stabilization units provide short-term residential care to children who are in crisis. A crisis stabilization unit is the most urgently needed children's mental health service. Crisis stabilization and screening supports other programs such as foster homes and group therapeutic homes which serve emotionally handicapped children who are virtually impossible to keep in times of crisis.²⁷

There are no detoxification and stabilization services for juvenile victims of drug abuse in the region. Sufficient mental health, alcohol and drug abuse day treatment, residential programs, case management and aftercare services are also lacking.

Day treatment facilities are not available to adequately serve the region. Little House, in Gainesville, sponsored by Mental Health Services, Inc., of North Central Florida, provides day treatment to two juvenile female substance abusers in the region. Females often participate in day treatment since residential treatment is not available to them. Day treatment, however, is not an appropriate substitute for females who require residential treatment.

The Department of Health and Rehabilitative Services contracts for therapeutic foster homes which provide mental health services for emotionally disturbed children. Therapeutic Foster Homes of North Central Florida serves seven children district-wide annually. Services include individual psychotherapy, family therapy, psychiatric therapy and evaluation and 24-hour crisis intervention. There are an insufficient number of foster homes to adequately serve the population in need.

The Department of Health and Rehabilitative Services also contracts for therapeutic group homes which provide mental health services in a residential group setting for emotionally disturbed children. Turning Point served nine 15-17 year old males from the region in FY 1984-85. Turning Point prepares participants to live independently by age 18 by teaching job searching skills and the development of emotional and behavioral skills. Turning Point has five beds which is inadequate to serve the juvenile population in need. Two additional group homes are also available to serve the region.

Eckerd offers a residential treatment program located in a wilderness environment. Eckerd camps are located outside of the region and serve emotionally disturbed children ages 7-17 statewide. The average length of stay is 12-18 months.

Juvenile substance abusers in the region are served by Little House (Gainesville), which is the only residential treatment program in the region. Rural residents who are referred for residential treatment may be prevented from receiving such therapy due to lack of transportation into Gainesville. Little House (non-secure) has space for 8 male children and serves approximately 18 annually. Residential treatment is not available to female substance abusers. As an alternative, they are sometimes placed in day treatment which does not always meet their needs.

Bridge House, located in Gainesville, also sponsored by Mental Health Services, provides non-secure residential services for male children in the region who are alcohol dependent. The program emphasizes long-term behavior stabilization and provides counseling and assistance during the community re-entry phase. Bridge House has 8 beds and serves approximately 8 male children annually. Residential services are not available to alcohol dependent females in the region.

The region does not have adequate funding for the operation of existing psychiatric residential facilities. Psychiatric residential treatment programs offer intensive mental health services for children who may require psychiatric intervention. Thirty-four children have been on a waiting list for over a year to receive residential psychiatric treatment, which indicates that more funding is needed for residential and non-residential services.

A residential treatment program for the treatment of juvenile perpetrators of sexual offenses (committed or non-committed) is lacking. These children are difficult to place, even in psychiatric residential treatment, since their offender status make them inappropriate for placement with younger or more vulnerable children.

Two case management staff in the region provide aftercare services by finding work for children who are released from institutional settings. The purpose of after care is to monitor the behavior and mental health of these clients, especially during the transitional period into the community, to avoid reinstitutionalization.

Regionally Significant Resources: HRS Children, Youth and Family Services Local Offices, Community Mental Health Centers, Interface Program (Alachua County), SPARC, Family Mediation.

Agencies: Florida Department of Health and Rehabilitative Services Office of Child Support Enforcement, Department of Education, Department of Agriculture and Consumer Services, Department of Law Enforcement, Department of Corrections, North Central Florida Regional Planning Council, community mental health centers, county school boards, local governments.

3.2. Regional Issue/Cluster Title #13: Maximum Self-Sufficiency, Self-Support and Personal Independence

Background Analysis: Job training is essential to persons who receive government assistance to develop self-sufficient and self-supporting behaviors. HRS employment and training programs help people find jobs by providing training in job hunting, making use of social services, and coordinating services with other agencies.²⁸

The Work Incentive Demonstration Program (WIN) provides employment and training services to applicants and recipients of Aid to Families with Dependent Children (AFDC).²⁹ Mandatory and voluntary participants in this program receive a variety of services which may include program orientation, job search assistance, support services and employment referral and training opportunities. WIN operates in Alachua, Columbia, Madison and Taylor counties. In Fiscal Year 1985-86, 394 job placements were obtained through the WIN program serving these four counties.³⁰

The Job Training Partnership Act Program (JTPA) is a federally-funded program channeled through the states which establishes a partnership between the private and public sectors to train economically disadvantaged individuals or individuals who experience barriers to employment. In this region, JTPA is administered by the North Central Florida Regional Planning Council. JTPA includes an Adult and Youth Program, and a Summer Youth Employment and Training Program. Businesses and organizations interested in job training programs work together to strike a balance between the needs of the labor market for skilled workers, and the needs of the unemployed for jobs. JTPA operates in every county in the region.³¹

Job Service is a federally-funded, state-administered public service agency that serves as a link between applicants seeking employment and employers seeking workers. Currently, Job Service is available in most

counties, but does not operate in Suwannee, Hamilton and Madison counties. Prospective applicants, however, may receive services from nearby counties.³²

To increase the likelihood of maintaining self-sufficiency, HRS purchases nonresidential day care for children of low income parents who are employed, in training, or who are unable to obtain private child care. These services are provided either in licensed day care centers or small family day care homes.³³

Displaced homemaker programs are designed to increase self-support, self-sufficiency and personal independence. The Displaced Homemaker Program operates out of Santa Fe Community College in Alachua County. The HRS funded program offers a 5-week course to women 35 or more years of age in transition who are seeking work for the first time following separation, divorce, disability or death of spouse. Training includes self-esteem building, resume writing, job hunting, and career decision-making. Displaced homemakers in rural counties are provided with one- to two-day seminars.

Agencies: Florida Department of Health and Rehabilitative Services, Florida Department of Law Enforcement, Department of Education, county school boards, health planning councils, North Central Florida Regional Planning Council.

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3. Florida Division of Economic Development, Florida County Comparisons, 1984.
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11. Florida Department of Health and Rehabilitative Services, Child Welfare Services in Florida, August, 1985.
12. Florida Department of Health and Rehabilitative Services Children Youth and Families. Telephone interview with Amanda Grey, April 1986, Gainesville, Florida. The data are not disaggregated to the county level.
13. Florida Department of Health and Rehabilitative Services Children, Youth and Families. Telephone interview with Mr. Jim Pearce, January, 1986, Gainesville, Florida.
14. Florida Department of Health and Rehabilitative Services Children, Youth and Families, Children's Mental Health Plan, April, 1986.
15. In the Home Visitors program, HRS staff visit the homes of families at risk for child abuse and neglect to monitor parent behavior and growth. Telephone interview with Ms. Karen Leathers, the Corner Drugstore, Gainesville, Florida, April, 1986.

16. Statewide, from 1979 to 1980, 4,544 persons were served by spouse abuse shelters, a population which increased to 7,989 by 1985.
17. Sexual and Physical Abuse Resource Center, Gainesville, Florida, January, 1986.
18. District III Mental Health Planning Council, 1983-87 District Plan for Alcohol, Drug Abuse and Mental Health Services, Gainesville, Florida, 1983.
19. District III Mental Health Planning Council. Update to the 1983-1987 District III Plan, Gainesville, Florida, 1985.
20. Ibid.
21. Florida Department of Health and Rehabilitative Services Children Youth and Families Program Office. Data provided by Mr. Jim Pearce and Ms. Amanda Grey.
22. Ibid.
23. District III Mental Health Planning Council, 1983-87 District Plan for Alcohol, Drug Abuse and Mental Health Services. The outpatient programs exhibit a great disparity between population demand and funding resource capability. Estimates indicate that less than one percent of children's need for outpatient services is being met. In FY 1984-85, the North Florida Mental Health Center provided outpatient services to 100 children in Hamilton, Columbia, Suwannee and Lafayette Counties. The Bradford-Union Guidance Clinic served 15, and the Apalachee Community Mental Health satellite clinics served approximately 53 children from Madison and Taylor Counties on an outpatient basis. Mental Health Services of North Central Florida provided outpatient counseling to 435 children from Alachua, Levy (outside of the region), Dixie and Gilchrist Counties.

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STATE GOAL 4: THE ELDERLY

Florida shall improve the quality of life for its elderly citizens by promoting improved provision of services, with an emphasis on independence and self-sufficiency.

Background Analysis: The projected increase (35.0%) in the region's elderly population (65+ years) from 1985 to 2000 is on par with the state's (37.0%). The increases in the elderly population by age group from 1985 to 2000 are projected to be as follows: 35.0 percent for 65+ year olds, 60.0 percent for 75+ year olds and 87.0 percent for 85+ year olds. Providing adequate social services to the growing elderly population may be difficult due to recent federal budget cuts for such programs. Twice as many elderly in the region live in poverty than statewide, which further exacerbates the problem. The median income of elderly in the region is substantially lower than the elderly median income statewide. Housing standards, including adequate plumbing and kitchen facilities, are more than twice as low as statewide. Lack of public transportation limits the number of elderly who receive their due share of medical and social services. Social service agencies which provide various types of transportation to the hindered by suffering from the high costs of liability insurance. The fact that the number of elderly who live alone in poverty increases with age demonstrates that the private sector and public agencies have not adequately planned comprehensive care for the elderly.

Population estimates indicate that the number of elderly (65+ years) in the region will increase by 35.0 percent by 2000. The region's estimated 1985 elderly population of 33,166 persons, is expected to increase to 44,762, or 10.3 percent of the total population. Statewide, the 1985 elderly population will increase by 37.0 percent, from 18.4 percent of the total population to 19.3 percent.

A greater population increase is projected for the region's 75+ and 85+ year olds. The 75+ year olds are expected to increase by 60.0 percent by 2000, or from 3.8 percent (12,803) to 4.7 percent (20,454) of the region's total population. Statewide, the 75+ year old population is expected to increase by 66.0 percent. The number of 85+ year olds in the region are expected to increase by 87.0 percent by 2000, or from 0.8 percent (2,722) to 1.2 percent (5,091) of the entire population. Statewide, estimates indicate that the population of 85+ year olds is expected to increase by 105.0 percent.

Approximately 25.0 percent of persons age 60 and over have incomes below the poverty level, which is over twice the rate statewide (12.0%). Of the elderly living below poverty, 22.0 percent are age 60-64 and 78.0 percent are 65+ years. Of the population of elderly who live in poverty and are 60 years and over, the majority are white (14.0%), followed by blacks (9.9%) and hispanics (0.25%). However, within each racial group proportionate to population, only 18.0 percent of the total white 60+ years population live in poverty, compared to 46.0 percent of blacks and almost 40.0 percent of hispanics.

The median income of elderly in the region is substantially lower than statewide. In 1980, the 55-64 year olds in 10 out of 11 counties had median incomes ranging from 13.0 to 40.0 percent less than the state median income (\$18,942). The median incomes of elderly 65+ years ranged from 14.0 to 42.0 percent less than the state median income (\$12,713).

A survey of housing characteristics such as complete plumbing and heating systems indicate that the standard of living of most elderly residents is lower than their elderly counterparts statewide. Of all housing units occupied by a householder or spouse age 65 and over, 5.5 percent do not have complete plumbing compared to 1.1 percent of that age group statewide while 3.7 percent lack complete kitchen facilities compared to 1.5 percent statewide. At least half of the housing units occupied by elderly lack complete heating systems compared to 23.3 percent statewide and 45.0 percent lack air conditioning compared to 15.4 percent statewide. Elderly residents have more telephones (14.9%) than elderly statewide (5.7%) and access to vehicles is about on par with the state average (22.2%).

The number of elderly who live with their families, as well as the number of elderly householders (or spouses of householders), decreases with age. On the other hand, the number of elderly who live with families in poverty increases with age. Recent data also indicate that the likelihood of older persons to live with other relatives, or to live alone, also increases with age. Very few of the region's elderly live in nursing homes or other group quarters, such as boarding houses.

Approximately 82.0 percent of persons age 60-64 live in a family unit of which 77.0 percent are householders or spouses of householders, and 5.0 percent live with other relatives. Approximately 15.0 percent of this age group live alone. The rate of 60-64 year olds who live with families in poverty is at least twice as great as statewide (6.7%). The rate of poverty for elderly who live alone without families is much greater in 10 out of 11 counties in the region than statewide (26.7%). The high rates of 60-64 year olds who live alone in poverty range from 29.8 percent in Taylor County to 62.7 percent in Hamilton County. Very few persons (1.0%) in this age group live in group quarters, including nursing homes (0.2%).

Approximately 72.0 percent of persons age 65-74 live in a family unit, of which 66.0 percent are householders or spouses of householders, and 6.0 percent live with other relatives. Approximately 24.0 percent of this age group live alone. The rate of 65-74 year olds who live with families in poverty is greater than the rate statewide (6.6%). The rates range from 11.4 percent in Union County to 28.1 percent in Madison County, the latter of which is four times as great as the occurrence statewide. The rate of poverty is also very high for those who live alone statewide (25.0%), but in eight out of eleven counties in the region, the incidence is almost twice as high. The rates range from 25.0 percent in Gilchrist County to 61.0 percent in Hamilton County. Very few persons (2.0%) in this age group live in group quarters and only 194 persons (1.1%) live in homes for the elderly.

Approximately 62.0 percent of persons 75 years and over live in a family unit. Approximately 46.0 percent of this age group are householders or spouses of householders, and 16.0 percent live with other relatives. Thirty percent live alone. The rate of poverty of those who live with families in the region far exceeds the rate statewide (8.0%). The high rates range from 15.6 percent in Alachua County to 40.3 percent in Lafayette County, the latter of which is five times the state rate. Five counties have rates almost four times the rate statewide. The 75+ year olds who live alone (30.0%) have the highest poverty rates of all age groups, which also exceed the rates statewide (28.5%). The rates of 75+ year olds who live alone in poverty range from 42.8 percent in Alachua County to 95.9 percent in Union County, which is over three times the rate statewide. Five percent of 75+ year olds live in group quarters and 4.8 percent live in homes for the aged.

Lack of public transportation limits access to medical care, social activities and even grocery shopping. The lack of public transportation in rural counties especially restricts the activity of elderly persons since, according to the most recent available data, over half of the elderly population in the region live in rural areas.

Approximately one-fifth of the elderly (65+ years) in the region have a public transportation disability due to health reasons, compared to 13.4 percent of elderly statewide. Union County has the greatest population (38.2%) of elderly lacking access to public transportation.

A number of social service agencies provide transportation services to elderly clients (See Regional Issue 19.1: Transportation). However, the high cost of liability insurance prohibits adequate provision and expansion of such services. The local Area Agency on Aging has emphasized the need to address the negative impact that high costs of liability insurance have on the delivery of transportation services to the elderly.¹

Elderly can sustain self-sufficiency and independence by having the choice to continue working as long as health and desire permits. The most recent available data indicate that the number of employed persons age 55 to 64 is on par with those employed statewide, which accounts for approximately 37.0 percent of females and 58.0 percent of males. The region has a slightly greater number of persons 65 and over in the work force (8.0 percent of females and 18.0 percent of males) than statewide. Overall, the number of older persons in the work force has increased since 1970.

The Department of Health and Rehabilitative Services District 3 Aging and Adult Services Program directly provides protective services for elderly and/or disabled adults at risk of abuse or neglect; licenses and inspects nursing homes, Adult Congregate Living Facilities (ACLFs), and adult foster homes; provides placement services for elderly and/or disabled adults in nursing homes, ACLFs, and adult foster homes; provides case management and support services to elderly or disabled adults at risk of needing placement due to deteriorating health or other conditions; and provides limited income support and transportation services.² The

Department also contracts with area and local service providers such as the Area Agency on Aging, Older Americans Council, and other organizations which offer a wide variety of services to the elderly.

The state has authorized the Area Agency on Aging to develop and maintain an areawide system of coordinated and comprehensive services for the elderly. The Older Americans Council and other community organizations provide such services. To maximize independence and self-sufficiency, the Area Agency on Aging develops appropriate support services to elderly persons capable of living at home. The Area Agency on Aging also removes social barriers to the economic and personal independence for older persons by creating opportunities for employment and volunteer activities at the community level.

Community support services provided by the Area Agency on Aging include in-home services, counseling, transportation, education, legal and housing assistance and health-related services. Two nutrition programs designed for persons 60+ years provide wholesome meals. Most of the programs are free for those who are unable to pay, but cost-sharing - contributions are requested of most participants. Elderly participants may also use food stamps to pay for group and home delivered meals.

The rate of needing help with at least one physical activity increases with age. In 1979 an estimated 3.4 million adults in the United States needed help from another person or special equipment to walk, bathe, dress, eat, get out of bed or a chair, or use the toilet. The national figures indicate that 5.3 percent of 65-74 year olds needed some kind of help, as well as 16.0 percent of 75+ year olds. If the same rates are used to predict elderly in need of some kind of help in the region by the year 2000, there would be a 20.0 percent increase in the number (12,883) of 65-74 year olds and a 52.0 percent increase in the number (2,458) of 75+ year olds.

Although data are currently unavailable, it is very likely that the actual elderly population in need of assistance will be greater than national rates due to the substantial numbers who live in poverty.

4.1. Regional Issue/Cluster Title #14: Reducing the Occurrence of Abuse and Neglect

Background Analysis: Population estimates indicate that the number of elderly (65+ years) in the region will increase by 35.0 percent by 2000. The region's estimated 1985 elderly population of 33,166 persons, is expected to increase to 44,762, or 10.3 percent of the total population. Statewide, the 1985 elderly population will increase by 37.0 percent, from 18.4 percent of the total population to 19.3 percent.

A greater population increase is projected for the region's 75+ and 85+ year olds. The 75+ year olds are expected to increase by 60.0 percent by 2000, or from 3.8 percent (12,803) to 4.7 percent (20,454) of the

region's population. Statewide, the 75+ year olds are expected to increase by 66.0 percent. The number of 85+ year olds in the region are expected to increase by 87.0 percent by 2000, or from 0.8 percent (2,722) to 1.2 percent (5,091) of the entire population. Statewide, estimates indicate that the population of 85+ year olds is expected to increase by 105.0 percent.

The North Central Florida Planning Council, local governments and several state agencies will be involved in planning activities to accommodate elderly population growth. For example, new development should address the needs of the elderly population to minimize the substandard housing discussed in the general background statement for State Goal #4: The Elderly. Affordable housing is also a problem for elderly persons (see State Goal #5: Housing).

In 1985, the HRS Aging and Adult Services Program reported approximately 11,000 cases of elderly abuse in the state of Florida. During FY 85-86, 515 cases of adult abuse or neglect were reported within nine of the region's counties served by HRS District 3 (which excludes Madison and Taylor Counties). According to national statistics, approximately 2.0 percent (708 persons) of the region's elderly population is at risk for abuse or neglect.

HRS is responsible for investigating reports of abuse or neglect of elderly or disabled adults, securing alternate placement for persons deemed to be abused or neglected and/or at substantial risk of abuse or neglect, and providing continuing supervision and support services necessary to prevent further abuse or neglect. HRS also operates the statewide Abuse Registry.

Through provider agencies, the Area Agency on Aging will support public education to identify and prevent abuse and initiate the participation of the elderly in social service referral and outreach programs for the abused.³ The Area Agency on Aging provides training for an adult protection and abuse prevention service to ensure identification and appropriate referral of complaints to law enforcement or HRS adult protective service units.

Regionally Significant Resources: HRS Adult and Aging Services, area agencies on aging, older americans councils.

Agencies: Florida Department of Health and Rehabilitative Services, Department of Agriculture and Consumer Services, Area Agency on Aging, Older Americans Council, North Central Florida Regional Planning Council, local governments.

4.2. Regional Issue/Cluster Title #15: Achieving Maximum Self-Sufficiency, Self-Support and Personal Independence

Background Analysis: Medical transportation is needed to increase the self-sufficiency and independence among the region's elderly. A great number of elderly in the region live in poverty and also live in rural areas, which increases the need for the delivery of medical transportation services. Due to health reasons, one-fifth of the elderly have a public transportation disability. Furthermore, according to the federal government, the majority of counties have inadequate numbers of physicians and are also medically underserved areas, which compounds the problem of elderly's access to medical services.

Community Care for the Elderly (CCE), a state-funded program, provides medical transportation services, as well as many other services to the elderly. Medical transportation is provided to seniors through CCE in Columbia, Dixie, Gilchrist, Suwannee and Taylor Counties. Approximately 0.8 percent (386) of senior citizens received medical transportation services in 1985. This figure includes senior citizens in Levy County, which is outside of the region, but inseparable from the total. A disproportionately large number (about 40.0%) of medical transportation recipients were residents of Dowling Park in Suwannee County.⁴

The District 3 Area Agency on Aging has emphasized that the high cost of liability insurance premiums prohibits adequate provision and expansion of the CCE's medical transportation program. If medical transportation is to continue to be a successful component of the CCE program, the liability insurance issue must be addressed.⁵ Recently the Coordinating Council on Transportation Disadvantaged has lobbied in the Legislature for a transportation providers insurance pool. The Department of Transportation, however, has primary responsibility for coordinating transportation disadvantaged services.

The inaccessibility of primary medical services decreases the opportunity and the likelihood of the elderly to receive due medical care. The federal government has designated Columbia, Dixie, Gilchrist, Lafayette, Madison, Suwannee and Union Counties as Health Manpower Shortage Areas (HMSAs). A ratio of one physician to every 2,500 to 3,000 persons is usually considered an adequate physician to population ratio. Lafayette County did not have a resident private physician in 1983, and Dixie and Gilchrist Counties each had only one.⁶ The provision of medical transportation services to the elderly is an essential component of comprehensive health care service.

The federal government has designated eight counties in the region as medically underserved areas (MUAs).⁷ Madison and Taylor have not been officially designated as MUAs but exhibit characteristics similar to the MUA counties, such as large numbers of elderly citizens who live in poverty.⁸

With the possible exception of Alachua County, lack of public transportation limits the elderly's access to medical care, social activities and even grocery shopping. According to the most recent available data, over half the elderly population live in rural areas.⁹ To maintain self-sufficiency and self-support among the elderly population, transportation services are essential.¹⁰

Approximately one-fifth of the elderly (65+ years) in the region have a public transportation disability due to health reasons, compared to 13.4 percent of elderly statewide. Union County has the greatest population (38.2%) of elderly lacking the ability to utilize public transportation.¹¹

Approximately 2.7 percent of elderly (1,209) received transportation services from the Area Agency on Aging administered Title III-B program, which is funded by the federal Older Americans Act.¹²

Regionally Significant Resources: Home Health Care, Meals on Wheels.

Agencies: Area agencies on aging, older americans councils, Florida Department of Health and Rehabilitative Services, Department of Employment Services, and Department of Agriculture and Consumer Affairs, Coordinated Transportation Services, Coordinating Council for Transportation Disadvantaged, North Central Florida Regional Planning Council.

4.3. Regional Issue/Cluster Title #16: Community-Based Health, Social, and Rehabilitative Services

Background Analysis: Several community-based programs which serve the elderly are designed to maximize individual independence and prevent premature institutionalization. Such programs are cost-effective community alternatives to long-term institutional care.

Home Care for the Elderly (HCE) is designed to subsidize care given in the comfort of the home in a cost-effective manner. Home Care for the Elderly is an HRS program targeted for persons age 65+ who are homebound, functionally impaired, live with a caregiver and receive economic public assistance such as Social Security Insurance.¹³

Community for the Elderly (CCE) is also designed to provide long-term care to optimize the functioning of the elderly (60+ years) in all aspects of life. CCE prevents premature or unwanted institutionalization by providing support services such as home delivered meals, homemaker services, home health aides, respite care, personal care, medical transportation and case management. Fees are collected on a sliding scale depending on income. Those elderly receiving Social Security or Medicaid are not charged.¹⁴

The federally funded Older Americans Act provides three types of services to 60+ year olds. Title III-B offers services such as companionship,

education, health support, homemaker, legal services and transportation. The Title III-C1 program provides congregate meals, nutrition education and outreach to senior participants. Home delivered meals and outreach services are provided by the Title III-C2 program.¹⁵

In FY 1985, approximately 21.0 percent (9,369) of the age 60+ population (45,471) were served by one of the three community-based programs.¹⁶ CCE operates in every county and HCE operates in 9 out of 11 counties, excluding Madison and Taylor. Title II-B operates in 10 out of 11 counties, excluding Suwannee. Title III C-1 and Title C-2, the meal programs, however, do not operate in Dixie, Gilchrist, Lafayette, Suwannee or Union Counties.¹⁷

Agencies: Florida Department of Health and Rehabilitative Services, Department of Agriculture and Consumer Services, area agencies on aging, older americans councils, North Central Florida Regional Planning Council.

4.4. Regional Issue/Cluster Title #17: Coordination of Access to Health Care

Background Analysis: Case management provides information and referral services with the purpose of linking the elderly population with appropriate services. Case management workers assist the elderly with applications for services and coordinating transportation to those services.¹⁸ Presently, there are limited case management services for the elderly provided by the Community Care for the Elderly program and the HRS Adult Congregate Living Facilities.

Medical transportation services provide the key to coordinating access to health care for the elderly population, especially in rural areas. Several groups of elderly in the region have special needs which require a coordinated program of access to health care. Almost one-fourth of the region's elderly live in poverty, which is twice the rate statewide. For this reason, financial and physical access to medical services a problem for this portion of the elderly population.¹⁹ Almost one-half of the elderly in the region live in rural areas, which increases the need for of medical transportation services. Lack of public transportation, especially in rural areas, limits the elderly's access to medical care, social activities and even grocery shopping. Due to health reasons, one-fifth of the elderly have a public transportation disability compared to 13.4 percent statewide.²⁰ Union County has the greatest population (38.2%) of elderly lacking the ability to utilize public transportation.²¹ A coordinated transportation system is necessary to meet the needs of the special subpopulations of elderly in the region.²²

Community Care for the Elderly (CCE) provides the elderly with medical transportation services, as well as many other services. However the program is not sufficiently serving the large numbers of elderly in need of medical transportation services. Medical transportation is provided

to seniors in Columbia, Dixie, Gilchrist, Suwannee and Taylor Counties. Approximately 386 seniors, or 0.8 percent of the elderly population, received medical transportation services in 1985. This figure includes seniors in Levy County, which is outside the region, but inseparable from the total. A disproportionately large number (about 40.0%) of the recipients were residents of Dowling Park in Suwannee County.²³

The high cost of liability insurance premiums prohibits adequate provision and expansion of the CCE's medical transportation program. Inadequate state funding also impedes proper program administration.²⁴

Agencies: Area agencies on aging, older americans councils, Coordinating Council for Transportation Disadvantaged, Coordinated Transportation System, Florida Department of Transportation, Department of Health and Rehabilitative Services, North Central Florida Regional Planning Council.

4.5. Regional Issue/Cluster Title #18: A Comprehensive Health Care Service Delivery System

A comprehensive health care service delivery system for the elderly has not been formally established.²⁵ A continuum of comprehensive health care is designed to allow the senior citizen to maintain an independent lifestyle for as long as possible, and to remain in the home community as dependent needs increase. The continuum of comprehensive health care services for the elderly would consist of simple support services such as Community Care for the Elderly, Home Care for the Elderly and Title III-B, Title III C-1 and Title C-2, adult congregate living facilities, adult day care, home health care with skilled nursing assistance, respite care, acute care facilities and institutional nursing home care.²⁶

The Advent Christian Village (ACV), located in Dowling Park in Suwannee County, was one of the first institutions designated by the state to serve senior citizens. ACV provides a variety of living facilities that are designed to maintain self-sufficiency among the elderly by providing various levels of care in each facility. ACV offers private dwellings, mobile homes, retirement apartments, residence halls, and a fully-certified nursing home. Support services are provided by the Community Care for the Elderly program, which include congregate meals, delivered meals, homemaker services, day care, transportation to the day care program, counseling and home care by a registered nurse.²⁷

Due to the wide range and high quality of its programs, the Advent Christian Village has become a valued educational resource. Currently, the ACV has affiliations with the University of Florida College of Medicine and with nursing schools at the University of Florida and Santa Fe Community College in Gainesville, Lake City Community College, Suwannee-Hamilton Area Vocational-Technical School in Live Oak and the North Florida Junior College in Madison.²⁸

The Geriatric Center at the Veterans Administration Medical Center specializes in geriatric research and education. The Geriatric Center is a leading regional resource for specialized care of elderly patient research concerning age-related health problems, development of innovative approaches to treatment and rehabilitation and educational programs for students and practitioners in medicine, nursing and other health professions. The Geriatric center also specializes in improving the use of medicines in the treatment of diseases in the elderly.²⁹ The Geriatric Center, along with existing University of Florida programs, make the partner institutions national leaders in geriatrics. Programs designed to assist the elderly include the following: increasing geriatric medicine in the medical curriculum; fellowship training in geriatrics for physicians; and education for persons providing at-home care for elderly relatives with senile dementia.³⁰

Regionally Significant Facilities: Advent Christian Village at Dowling Park (Suwannee County), Geriatric Research Center, Veterans Administration Medical Center (Gainesville), University of Florida College of Nursing and College of Medicine.

Agencies: Florida Department of Health and Rehabilitative Services, area agencies on aging, older americans councils, Advent Christian Village at Dowling Park (Suwannee County), Geriatric Research Center, Veterans Administration Medical Center (Gainesville), University of Florida College of Nursing and College of Medicine, North Central Florida Regional Planning Council.

Endnotes:

1. For example, in 1985, 15.0 percent of the Suwannee Valley Transit Authority budget for elderly transportation was spent for liability insurance.
2. More than three people maintained and given personal care constitute an Adult Congregate Living Facility. Three or fewer people can be legally given personal care without an ACLF license. James Godwin, Senior Human Services Program Manager, Aging and Adult Services, Department of Health and Rehabilitative Services.
3. District III Area Agency on Aging, Area Plan on Aging 1986, Gainesville, Florida, 1985.
4. Area Agency on Aging. Data provided by Ms. Carol Collins, January, 1986.
5. District 3 Area Agency on Aging: Interview with program Director Dr. Carolyn Nickens, Gainesville, Florida, April, 1985.

6. North Central Florida Health Planning Council. District III Health Plan, Gainesville, Florida, 1985.

Big Bend Health Council, Inc., 1985 District Two Health Plan, Panama City, Florida, 1985.
7. Ibid.
8. Ibid. Four factors contribute to the making of a MUA: high infant mortality rate; ratio of primary care physicians to population; percentage of the population 65 years of age or older; and the percent of elderly residents below the poverty level.
9. Frances W. Terhune (ed.), 1980 Census Handbook: Florida Counties. Gainesville, Florida, Bureau of Economic and Business Research, College of Business Administration, University of Florida, 1984.
10. Many of the policies aimed at providing a coordinated transportation system for the elderly are excerpts from Specialized Transportation for Rural Elderly Floridians: A Coordinated Approach by William G. Bell and Associates, Multidisciplinary Center on Gerontology and Institute for Social Research at Florida State University, July, 1983.
11. Terhune (ed.), 1980 Census Handbook.
12. District 3 Area Agency on Aging. Data provided by Ms. Carol Collins, January, 1986.
13. North Central Florida Health Planning Council, District III Health Plan, Gainesville, Florida. 1985.
14. Ibid.
15. District III Area Agency on Aging, Area Plan on Aging, 1986, Gainesville, Florida.
16. District III Area Agency on Aging. Data provided by Ms. Carol Collins, January, 1986.
17. Ibid.

18. Advent Christian Village, Untitled manuscript, June, 1986.
19. Frances W. Terhune (ed.), 1980 Census Handbook: Florida Counties. Bureau of Economic and Business Research, College of Business Administration, University of Florida, Gainesville, 1984.
20. Ibid.
21. Ibid.
22. The policies under Goal 4.4.2. are excerpts from Specialized Transportation for Rural Floridians: A Coordinated Approach. William Bell and Associates. Multidisciplinary Center on Gerontology Institute for Social Research at the University of South Florida, July, 1983.
23. District III Area Agency on Aging. Data provided by Ms. Carol Collins.
24. District III Area Agency on Aging. Interview with Director Dr. Carolyn Nickens, January, 1986.
25. The University of Florida Department of Gerontology is currently conducting research to develop a formal continuum of comprehensive health care for the elderly. Interview with Director Dr. Otto von Mering, May, 1986.
26. North Central Florida Health Planning Council. Interview with Director Carol Gormley, Gainesville, Florida, May, 1986.
27. Advent Christian Village, Description of the Organization and Development of Advent Christian Home, Inc, 1986.
28. Ibid.
29. University of Florida Health Center, Health Center Update, Gainesville, Florida, January, 1984.
30. Ibid.

STATE GOAL 5: HOUSING

The public and private sectors shall increase the affordability and availability of housing for low-income and moderate income persons, including citizens in rural areas, while at the same time encouraging self-sufficiency of the individual and assuring environmental and structural quality and cost-effective operations.

5.1. Regional Issue/Policy Cluster #19: Availability and Affordability of Housing

Background Analysis: The quantity of housing units in the region is increasing, but most units are designed for middle and high income groups. The number of housing units increased by 106.0 percent from 1970 to 1985.¹ In addition, the quality of housing improved, due to a 60.0 percent decline in the number of substandard housing units (measured by the availability of indoor plumbing) and decrease (4.7%) in the number of overcrowded residential units.²

In 1985, only two local governments in the region had adopted minimum housing ordinances. However, the Southern Standard Building Code, a state requirement for county adoption of building codes, has a significant impact on the quality of new construction and development.³ Furthermore, local governments have not required construction of housing units for low and moderate income households.⁴ Few, if any, private builders construct housing units for low income groups without government assistance.

Adequate housing is increasingly inaccessible to low-income groups due to recent cuts in federal housing programs and the increasing gap between housing costs and average household income. From 1970 to 1980, the average value of owner-occupied housing units jumped from \$8,427 to \$23,837 (an increase of 318.5%). Furthermore, average median contract rent increased 174.5 percent (from \$55.54 to \$96.91), but average median household income only increased by 157.8 percent.⁵

Approximately 4.0 percent (5,749 units) of the housing stock is federally- assisted housing. Assistance programs include public housing, HUD Section 8 housing, FmHA Section 515 and Section 502 housing, as well as other federally-subsidized programs.⁶

Federally-assisted housing units for low-income households as a percentage of total housing stock increased from 3.8 percent in 1980 to 4.0 percent in 1985.⁷ The majority of new government subsidized rental units are located in urban areas and utilize existing infrastructure. Estimates indicate that the region will need an additional 11,400 subsidized units by the year 2010.⁸

Availability of affordable housing for low-income groups may be limited by their unequal distribution. Alachua County, for example, has a higher percentage of federally-assisted housing than other counties. In 1979, federally-assisted housing units comprised 6.36 percent of Gainesville's

total housing stock compared to less than two percent in Dixie, Gilchrist, Lafayette, Suwannee, Taylor, and Union Counties.

For most low-income groups, mobile homes appear to be the only viable home ownership option. Between 1970 and 1985, the number of mobile homes increased 510.0 percent, from 6,135 units to 31,331, or from 8.8 to 21.9 percent of total housing stock.⁹

Present trends indicate that low-income families who want to own their own homes may be forced to live in mobile homes in rural unincorporated areas. Some local government zoning ordinances have limited mobile homes to mobile home parks or excluded them altogether. Most mobile homes located within the region are placed on individual lots in unincorporated rural areas. Other factors which may increase home ownership in rural areas include high costs of land and taxes within urban areas.

No local government in north central Florida requires the construction of low and moderate income housing units by private developers. However, given declines in federal public housing expenditures, it appears that this technique may be the only way low and moderate income housing will be constructed in the future. Such requirements have been used by local governments in other states with mixed results. The technique has been particularly difficult to use with private housing sales, as opposed to rentals. After the initial sale of the unit to a low and moderate income household, the unit is almost always resold at market rates, forever removing the unit from the price range of the low and moderate income households for whom it was originally intended.

Another technique requires the low and moderate income units be turned over to the local public housing authority as rental units. While this technique assures that the unit will remain in use as low and moderate income housing, it is not without problems. Maintenance costs can often be beyond the reach of low income households. In addition, developers often feel that the inclusion of low and moderate income housing detracts from the marketability of their development. Other possible approaches include a mandatory cash set aside for the construction of low and moderate income housing by residential developments and non-residential developments alike for construction in other housing types and locations within a community.

Housing is lacking for adult and juvenile mental health and substance abuse clients undergoing various phases of therapy such as evaluation, treatment and rehabilitation (See Regional Issues 2.3, 2.6, and 6.3). Sufficient housing is also lacking for victims of spouse and child abuse (See Regional Issues 2.2 and 3.1). To improve housing and therapeutic conditions for developmentally disabled persons, community-based training and support services are now provided in "cluster homes". Two are located in Alachua County, and one is in Columbia County. Cluster homes are designed to normalize life as much as possible in residential neighborhood locations while still maintaining adequate services to meet clients' special needs (See Regional Issues 2.4, 2.6 and 6.4).

Regional Facilities:

Local government public housing authorities

Agencies: U.S. Congress, Department of Housing and Urban Development, Department of Energy, Florida Department of Community Affairs, Department of Health and Rehabilitation Services, local governments, Northwest Florida Regional Housing Authority, Alachua County Housing Authority, Gilchrist County Housing Authority, Columbia County Housing Authority, Live Oak Housing Authority, Gainesville Housing Authority, Community Action Agency, Alachua County Neighborhood Housing Service, United Gainesville Community Development Corporation, United Way, local boards of realtors, Florida Homebuilders Association, private builders, University of Florida College of Architecture.

Endnotes:

1. University of Florida, Bureau of Economic and Business Research, unpublished data. The number of houses (69,445) in 1970 increased to 142,952 by 1985, which resulted in a 105.9 percent increase.
2. U.S. Department of Commerce, Bureau of the Census, 1970 Census of Housing. Housing Characteristics for States, Cities, and Counties, (Washington, D.C.: U.S. Government Printing Office), Table 29, Selected Characteristics for Counties, pp. 11-105; and 1980 Census of Housing, Detailed Housing Characteristics, (Washington, D.C.: U.S. Government Printing Office), Table 94, Equipment and Plumbing Facilities for Counties, pp. 11-269 to 11-174.
3. Local governments are required to adopt and enforce a minimum building code by action taken by the 1974 Legislature. Municipalities within the region should evaluate whether current zoning practices tend to exclude mobile homes from locating within their jurisdictions.
4. A few local governments in Florida have required private developers of renter and owner-occupied housing units to construct a minimum percentage of housing units for low and moderate income households.
5. North Central Florida Regional Planning Council, unpublished data, 1982.
6. North Central Florida Regional Planning Council, unpublished data, 1985.

7. North Central Florida Regional Planning Council, unpublished data, 1979 and 1985.
8. Ibid.
9. University of Florida, Bureau of Economic and Business Research, unpublished data.

STATE GOAL 6: HEALTH

Florida shall cultivate good health for all its citizens, promote individual responsibility for good health, assure access to affordable, quality health care and reduce health care costs as a percentage of the total financial health care costs as a percentage of the total financial resources available to the state and its citizens.

6.1. Regional Issue/Cluster Title #20: Prevention of Chronic Health and Social Problems and the Reduction of Long-Term Disability and Dependency

Background Analysis: Until adequate funding is available to research, design and implement prevention programs, there is little opportunity to reduce chronic health and social problems and minimize long-term disability and social dependency. County health units are not able to provide sufficient public health screening and prevention services. Public health education and information services are also limited in the region. The region's high rates of infant mortality and low birth weight indicate that effective prenatal, maternal and perinatal care is not available to the population in need.¹ Early prenatal care significantly reduces incidences of chronic health conditions and handicaps among infants, and is therefore a prevention method to reduce social dependency and long-term disability. However, programs which provide prenatal care in order to reduce rates of infant mortality and low birth weight are inadequately funded and unable to meet demand for services. The region also has an extremely high rate of births to teenagers, a problem which is not adequately addressed by the schools nor by public health programs. Sufficient prenatal care and health prevention and education services are not available to the population of teenage mothers and fathers. Training and support services which include teaching behaviors to prevent long-term disability and social dependency are not sufficient to serve all developmentally disabled and physically handicapped children in the region. The availability of services to handicapped children is especially limited. The Children's Medical Services financial eligibility standard is so low that many needy physically handicapped children fail to receive care. The current financial eligibility requirement is \$9,000 for a family of four.² In order to effectively serve handicapped children and their families in need of medical services and counseling, the financial eligibility formula should be updated. Mental health and alcohol and drug abuse education, prevention, intervention and treatment programs are underfunded, fragmented and insufficient to serve the juvenile population in need of such services. The availability of mental health, alcohol and drug abuse education and prevention programs are extremely limited in the schools.

Various behaviors can reduce the occurrence of heart disease, cancer and stroke which are the three leading causes of deaths in the region, state and nation. For example, reducing cigarette smoking, stress and blood pressure, increasing exercise and improving dietary habits can help to prevent heart disease, cancer and stroke. Cigarette smoking is considered by health authorities as the largest single preventable cause

of illness and premature death in the United States. Statistics show an increase in the number of women, teenagers and children who smoke. Breast and genital cancers are also a leading cause of death in the region, both of which can be treated and survived if detected in the early stages.

County health units (formerly called health departments) located in each county, offer several vital services at low-cost to prevent or detect and reduce the occurrence heart disease, cancer and stroke. County health unit services include monitoring hypertension, pre-cancer and cardiovascular conditions; providing PAP smears and immunizations; providing diabetes, epilepsy, and rheumatic fever medicines at low cost; and providing vitamins and iron for anemia. However, due to lack of funding, sufficient health screening and education services are not available through each county health unit in the region. For example, 6 out of 11 counties have no cancer screening or education services.³ Education programs are lacking which teach self-monitoring, self-improvement and health prevention behaviors such as blood pressure checks, self-breast examination, diet planning, exercise and smoking management. County health units also lack outreach programs and consequently the general public lacks information pertaining to available services.

The Florida Health and Rehabilitative Services Early and Periodic Screening, Diagnosis and Treatment (EPSDT) Program increases access to preventive health care for Medicaid recipients under age 21. Screening is done at county health units for general health, nutrition, development, vision, hearing and dental problems.⁴ Health care costs are also minimized by diagnosing problems early. In FY 1984-85, EPSDT screened 14,961 children, or 18 percent of the region's juvenile population.⁵

Another HRS health prevention effort is the monitoring of children's hearing, vision, growth and development in the public schools. In FY 1983-84, 18,105 (21%) children in the region were tested for vision acuity, 13,998 (17%) children were tested for hearing, and 15,065 (18%) children were monitored for growth and development.⁶

Florida's infants are also screened at county health units for conditions which can threaten normal development. In 1984, 235,000 screenings were conducted in Florida, a factor which contributed, in part, to the reduction of statewide infant mortality rate from 17.7 per 1,000 live births to 10.9, in 1984.⁷ In 1984, 5,383 infants were screened in the region, in six different counties. No infant screening services are available in the remaining five counties.⁸

Incidences of infant mortality, low birth weight babies and births to teenagers which are greater in the region than statewide indicate that adequate prenatal care is not available to the population in need. In 8 out of the region's 11 counties, the infant mortality rate is higher than the state average of 12.67 deaths per 1,000 births. The rates range from 18.02 deaths per 1,000 births (Madison County) to 12.83 (Columbia County).⁹ Furthermore, by federal guidelines, Columbia County

has been designated as a High Infant Mortality Area. Infant mortality among blacks is 2 to 2.7 times greater in the majority of the region's counties than statewide.

The incidence of low birth weight babies (under 5.5 pounds) is higher than the state average of 74.90 per 1000 in five counties in the region. The high rates of low birth weight babies range from 100.10 per 1000 (Gilchrist) to 77.25 per 1000 (Suwannee). Low birth weight is of particular concern as it accounts for 65.0 percent of all neonatal deaths. Furthermore, 25.0 percent of all low birth weight babies will have some kind of handicap or long-term disability. Low birth weight babies are often at high risk for abuse because their special needs take a great amount of parent's time and financial resources.

The region has an alarmingly high rate of births to teenagers. Teenage pregnancies often result in low birth weight babies. Teenage parents frequently drop out of school and their marriages often end in divorce, which increases the probability of the development of long-term dependency and social problems. In 9 of the region's 11 counties, the rate of births to women less than 19 years of age is higher than the state average of 11.0 percent (of all births). The rates range from 18.7 percent in Hamilton County to 12.6 percent in Lafayette County.

Births to black teenagers occur at an even higher rate. The black teenage pregnancy rate is higher than the state black teenage pregnancy rate of 19.6 percent. Births to black teenagers accounted for 20.9 percent (Bradford) to 28.4 percent (Dixie) of all black births in those counties. Statewide, the incidence of births to black teenagers is 2.29 times greater than births to white teenagers. However, the gap is even wider for five counties in the region. Alachua County has the highest gap between black and white teenage pregnancy rates. The incidence of births to black teenagers in Alachua County is 19.2 percent whereas the rate for the county's white teenagers is 5.8 percent.

Births to teenagers is a major health and socioeconomic problem which should to be addressed by the county schools and public health programs. The St. Paul, Minnesota Maternity and Infant Care Program, a comprehensive school-based health center, may serve as a model for the development of teenage pregnancy prevention programs. The program is jointly operated by the Minnesota Health Department and the City of St. Paul. The center is part of the state-funded Maternity and Infant Care (MIC) project but actually operates as a full service clinic for teenagers. Services offered include job and school physicals, immunizations, weight control, venereal disease testing and treatment, pregnancy testing, contraceptive information and counseling, and prenatal and postpartum care. The program operates health clinics in four St. Paul high schools.¹⁰

The St. Paul project has reduced pregnancy rates by 75.0 percent among female students. Among students who did become pregnant, 92.0 percent used the clinic for prenatal and postpartum care (including infant day care at some sites), and 94.0 percent of those who received pregnancy care through the clinic began care prior to the third trimester of

pregnancy. Among girls who had babies, the dropout rate was reduced by over 75.0 percent, and babies whose mothers delivered through the project were born healthier with fewer obstetrical complications.¹¹

The Alachua County School Board established Alachua County Continuing Education for Pregnant Teens (ACCEPT) to meet the education needs of pregnant school-age women. ACCEPT enables students to continue progress toward high school or middle school completion while learning parenting skills. Available only to residents of Alachua County, many students from neighboring counties move to Alachua to enroll. ACCEPT's 1980-85 repeat pregnancy rate was approximately 13.0 percent, which is lower than the state rate of 18-25.0 percent. ACCEPT plans to further reduce repeat pregnancy rates among students, since recent research demonstrates that it can be reduced to 7.0 percent.

In addition to human suffering and hardship, births to teenagers and low birth weight babies represent an undesirable and often times preventable cost to the public. The cost to the State of Florida to care for one low birth weight baby is \$15,000. However, the cost of preventive prenatal care is only \$300 per child.¹² The incidence of low birth weight babies can be significantly reduced if high-risk women are identified, educated, frequently monitored by maternal health care professionals, and provided access to health care on a 24-hour basis. Cost comparisons between teenage pregnancy prevention and prenatal care programs are presently unavailable.

The Regional Perinatal Intensive Care Program (Shands Teaching Hospital, Gainesville) serves women at high-risk for obstetrical care and low birth weight infants in need of intensive care. The state-funded program serves clients with and without insurance at all income levels, including Medicaid recipients. The Regional Perinatal Intensive Care Program lacks resources to conduct a needs assessment to document the need to expand their facility.¹³ Space constraints and lack of beds for neonatal and obstetrical care sometimes result in the referral of patients to other locations. Furthermore, the program is located in Alachua County, and the lack of public transportation in the rural counties can prevent residents of the region from receiving needed maternal and infant care. In FY 1984-85, 102 women in the region were served by the program's high-risk obstetrical component while 292 infants were served by the neonatal component.¹⁴

Current estimates indicate that the Improved Pregnancy Outcome (IPO) project does not serve 32.0 percent of the indigent statewide population.¹⁵ There is a need to expand IPO programs to each county in the region.¹⁶ IPO is an HRS program which provides prenatal and perinatal care to low-income women with low-risk pregnancies. Women receive care in hospitals and county health units. In FY 1983-84, 1,469 women in the region received IPO services.¹⁷

Recent estimates indicate that the Florida Department of Health and Rehabilitative Services (HRS) nutrition program, Women, Infants and Children (WIC), does not serve 57.0 percent of the needy population. WIC

is a supplemental food program which also provides pregnant or nursing mothers with nutrition education. The goal is to prevent nutrition-related health problems during critical periods of total growth and improve overall health by providing food to women and their children until age five. WIC served approximately 4,557 women, infants and children in the region in 1985.¹⁸

The Department of Health and Rehabilitative Services Children's Medical Services (CMS) provides assistance to families with diseased or handicapped children. CMS's goal is to prevent or reduce handicaps and help each afflicted child lead a more normal life. Infants may qualify if they are born ill or with birth defects. All children, regardless of parent's income, are eligible for an initial examination conducted by a pediatrician, but must meet specific requirements to receive treatment. Children may qualify for assistance if they have heart or kidney disease, cancer, or other chronic diseases. Children with speech, hearing or vision problems and abused or neglected children can also receive assistance.¹⁹ In November of 1985, 3,216 children in the region and 40,211 statewide received CMS services.²⁰

CMS provides a regional program located at Shands Teaching Hospital (Gainesville) which makes available specific kinds of highly specialized care. In some cases, medical teams will travel to CMS appointments at county health departments to deliver appropriate care. Services include renal disease treatment, evaluation of children with possible genetic defects and diabetic counseling and treatment.²¹

The Department of Health and Rehabilitative Services Developmental Services Program also serves approximately eight percent of the non-retarded physically handicapped children in the region. Counseling and education services to teach management of chronic health conditions are lacking for parents of children with epilepsy, cerebral palsy, autism or spina bifida. Case management services which coordinate available developmental services are also lacking as well as ancillary medical services.²²

The Department of Health and Rehabilitative Services Developmental Services provides an early intervention program which offers training and support services to 60 developmentally disabled pre-school children through contracts with the Alachua County Association for Retarded Citizens (ARC). The Early Intervention Center serves 20 children and 40 children receive home based intervention.

The HRS Parent Training Program trains families to provide infant stimulation and/or behavioral modification for developmentally disabled children ages 0-5. Currently, one Behavior Program Specialist works in the region.

Community-based training and support services are improving for developmentally disabled children. Approximately 50 Gainesville Sunland residents have been moved into community-based "cluster homes", two of which are in Alachua County and one is in Columbia County. The homes each have 24 beds and serve a total of 72 children and adults. Cluster

homes aim to normalize life in residential neighborhoods near the home community and still maintain adequate services to meet the client's special needs. The Pediatric Cluster in Gainesville is a specialized facility which serves severely disabled children by providing intensive medical care. The other Alachua and Columbia County clusters are designed to accommodate moderate to severely disabled and retarded clients who are largely non-ambulatory.

Adequate attention and funding has not been available for substance abuse education, prevention, intervention and treatment, and children in need of such services are underserved or unserved.²³ In rural counties, only the most severe cases of substance abuse receive attention. The lack of funding has impeded the development of substance abuse prevention/intervention programs. Primary prevention reduces the otherwise limitless population of clients in need of residential care. The advantage of early intervention is that clients access fewer services and are less likely to utilize more costly intensive services.

The Bradford-Union Guidance Clinic and North Florida Mental Health Center provide drug abuse education and prevention programs to schools and other community organizations on request.²⁴ Due to insufficient funding, the NFMHC is unable to meet the demand for education and prevention services.

The Department of Health and Rehabilitative Service provides an outreach program to juveniles in detention centers. Individual and group therapy, substance abuse counseling, occupational and vocational counseling are provided.²⁵

The Corner Drugstore has an excellent substance abuse prevention program which serves primarily Alachua County, and upon request, Gilchrist and Dixie Counties. The program provides drug education two nights per week in the Alachua County middle and high schools. Approximately 1,000 students participate annually.²⁶

In Alachua County, the Corner Drugstore also provides drug education and prevention programs at pre-existing community recreation programs during the summer. Prevention services also include public awareness programs in Alachua County such as alcohol and drug-free high school graduation parties.²⁷

The HRS Alpha drug and school dropout prevention program operates in one middle school per school year in Alachua County. The students spend one-half of the school day in the Alpha classroom. The program teaches self esteem, decision-making skills, pharmacology and how to say "no" to drugs. Thirty children participate in Alpha per year.²⁸

Mental Health Services, Inc. provides early intervention services to persons under 18 and their families who are experiencing or are at high-risk to experience impaired ability to meet the ordinary demands of daily living. Children of substance abusers and teenage parents are often high-risk for such problems. Services are provided in the home, the Community Mental Health Center and in the Title XX Day Care Center.

In FY 1984-85, 110 children age 3-5 were served by the programs. Mental Health Services, Inc. also contracts services to the Alachua County School Board.²⁹

Children's mental health prevention and education programs are also underfunded and fragmented. Primary prevention programs identify and work with children at risk to develop emotional problems such as children of teenage parents or children of substance abusers. Prevention saves human suffering and reduces the need for high-cost intensive mental health treatment later on. The number of mental health prevention programs in the region is inadequate, especially in the rural counties.³⁰

The Child Abuse Prevention Plan operates district-wide to educate residents of the district to prevent child abuse and neglect. Prevention is implemented through public awareness, training professionals such as teachers and law enforcement officials, parent education, school prevention programs, community involvement, and the home visitors program.³¹

Diagnosis and evaluation involves conducting psychological and psychiatric evaluations to determine the presence and extent of emotional handicaps. Psychological or psychiatric diagnosis and evaluation services are available to residents in each county.³²

Basic outpatient mental health services include individual, group and family therapy, parent education classes, outpatient drug and alcohol therapy and contracted services. The lack of sufficient outpatient services for children has been extensively documented but are available on a limited basis.³³

The HRS CREST Parent Education Training program provides outpatient services to families of children who have been adjudicated "dependent" and are participants in the HRS "Status Offender Project" in Alachua County. CREST provides intensive family counseling and parent education in the home. CREST served 23 families in FY 1984-85.³⁴

The Department of Health and Rehabilitative Services Children, Youth and Families mental health professionals indicate there are an insufficient number of victims of abuse outpatient counseling programs in the region. Mental Health Services provides intensive family counseling services for the treatment of physically and sexually abused children. In FY 1984-85, 100 children from Alachua, Levy (outside the region), Gilchrist and Dixie counties were served by the program.

Day treatment provides a combination of therapeutic and educational services for children who have been diagnosed as emotionally disturbed but do not require a residential setting. Currently, there are no children's day treatment programs in the region.³⁵

Crisis intervention maintains the child in the home and school environments during crisis situations by providing intensive counseling services in the home. Currently, there are no intensive crisis counseling programs in the region.³⁶

Crisis stabilization units provide short-term residential care to children who are in crisis. A crisis stabilization unit is the most urgently needed children's mental health service in the region. Crisis stabilization and screening supports other programs such as foster homes and group therapeutic homes which serve emotionally handicapped children who are virtually impossible to keep in times of crisis.³⁷

Acquired Immune Deficiency Syndrome (AIDS) has arisen as a new health concern at state and national levels. Table 6.1 indicates the rate of mortality due to AIDS is significantly lower in north central Florida counties than statewide.

TABLE 6.1

MORBIDITY: REPORTED ADULT CASES OF ACQUIRED IMMUNE DEFICIENCY SYNDROME (AIDS), JULY 1, 1989 AND CUMULATIVE CASES JANUARY 1, 1980 THROUGH JULY 1, 1989

AREA	CUMULATIVE, 1980 - 1989			
	NO. OF CASES 1989	NUMBER	PERCENT OF TOTAL	RATE PER 100,000 POPULATION
Florida	827	7982	100	64.3
Alachua	3	55	0.1	30.1
Bradford	1	2	0.0	8.2
Columbia	3	6	0.1	14.3
Dixie	0	0	0.0	0.0
Gilchrist	0	1	0.0	13.5
Hamilton	0	0	0.0	0.0
Lafayette	0	1	0.0	19.1
Madison	1	2	0.0	12.5
Suwannee	0	5	0.1	18.7
Taylor	1	4	0.1	21.2
Union	0	0	0.0	0.0

Source: Florida Statistical Abstract, 1989.

Although north central Florida is experiencing a lower-than-average incidence of AIDS infection, the potential exists for a dramatic upturn in infection rates.

Regionally Significant Resources: Regional Perinatal Intensive Care Program, Shands Teaching Hospital, county health units, Early and Periodic Screening, Diagnosis and Treatment Program, School Screening Program, and Cluster Homes, Public libraries in Alachua, Taylor, Bradford, Suwannee and Columbia Counties.

Agencies: County health units, Planned Parenthood, Healthy Mothers Healthy Babies Coalition, Florida Center for Children and Youth, ACCEPT, University of Florida, Florida Department of Health and Rehabilitative Services, Department of Education, county school boards, Big Bend Health Planning Council, Inc., District III Health Planning Council, Regional Perinatal Intensive Care Program, Shands Teaching Hospital, Alachua General Hospital Staff and Administrators, Florida Legislature, Community Mental Health Centers, North Central Florida Regional Planning Council, the Corner Drugstore, public and private television and radio stations.

6.2. Regional Issue/Cluster Title #21: Reducing the Occurrence of Abuse and Neglect

Background Analysis: In 1985, the HRS Aging and Adult Services Program reported approximately 11,000 cases of elderly abuse in the State of Florida. During FY 85-86, 515 cases of adult abuse or neglect were reported within nine region counties served by HRS District 3 (which excludes Madison and Taylor Counties). According to national statistics, approximately 2.0 percent (708 persons) of the region's elderly population is at risk for abuse or neglect.

The Department of Health and Rehabilitative Services is responsible for investigating reports of abuse or neglect of elderly or disabled adults, securing alternate placement for persons deemed to be abused or neglected and/or at substantial risk of abuse or neglect, and providing continuing supervision and support services necessary to prevent further abuse or neglect. HRS also operates the statewide Abuse Registry which records the report of abuse and notifies appropriate investigative HRS authorities.

Through provider agencies, the Area Agency on Aging supports public education to identify and prevent abuse, initiates the participation of the elderly in social service referral and outreach programs for the abused and provides training for an adult protective and abuse prevention service to ensure identification and appropriate referral of complaints to law enforcement or HRS adult protective service units.³⁸

Regionally Significant Resources: Florida Department of Health and Rehabilitative Services, Adult and Aging Services; area agencies on aging, older americans councils.

Agencies: Florida Department of Health and Rehabilitative Services, Department of Agriculture and Consumer Services, area agencies on aging and older americans councils, North Central Florida Regional Planning Council, District II and III Health Planning Councils,

Due to inadequate funding, the Bradford-Union Guidance Clinic (Starke, Bradford County and Lake Butler, Union County), like the other mental health providers in the region, meets only a small portion of the need for mental health services. The Bradford-Union Guidance Clinic documents an inadequate number of case management and treatment staff. Alcohol and drug outpatient, residential and detoxification services are inadequate. Outpatient mental health counseling services are especially inadequate to meet the large demand placed on the facility by employees from the four prisons and the nine group homes for persons with developmental disabilities located in the area.

In FY 1985-86, the Bradford-Union Guidance Clinic provided outpatient services to 186 of the priority alcoholic population, and served 915 persons with mental health counseling. Bradford-Union refers clients in need of crisis stabilization, inpatient psychiatric, alcohol detoxification and alcohol halfway house services to NFMHC. Clients in need of drug abuse and drug halfway house services are referred to Metamorphosis, in Gainesville.

The mental health priority populations of Taylor and Madison Counties are served by satellite clinics of Apalachee Community Mental Health Services. In FY 1984-85, the clinics served a total of 437 outpatient clients with mental health treatment, 22 for drug abuse, and 101 adults for alcohol abuse. Madison and Taylor Counties each have a gerontological group home which served a total of 67 seniors in FY 1984-85.

The Corner Drugstore in Gainesville (Alachua County) provides outpatient substance abuse prevention and treatment for the entire region, but does not have the funding to provide adequate services the populations in need. In FY 1984-85, 130 adult drug abusers received outpatient counseling.

Metamorphosis, located in Gainesville (Alachua County), has a large waiting list which reflects the need to increase facilities to adequately serve the population in need of substance abuse services. In FY 1984-85, with 18 beds, Metamorphosis (18 beds) served 70 clients in need of residential drug abuse treatment.

Regionally Significant Facilities: Mental Health Services, Inc., of North Central Florida; North Florida Community Mental Health Center; Bradford-Union Guidance Clinic; Apalachee Community Mental Health Center; The Corner Drugstore; Metamorphosis.

Agencies: Florida Department of Health and Rehabilitative Services, Department of Transportation, North Central Florida Regional Planning Council, Executive Office of the Governor.

6.4. Regional Issue/Cluster Title #23: Developmentally Disabled and Physically Handicapped

Background Analysis: Training and support services are not sufficient to provide needed services to all developmentally disabled and physically handicapped children in the region. The Children's Medical Services financial eligibility standard is so low that many needy children fail to receive care. The current financial eligibility requirement is \$9,000 for a family of four.⁴⁸ In order to effectively serve children in need of medical services, the financial eligibility formula should be updated.

The Department of Health and Rehabilitative Services Children's Medical Services (CMS) provides assistance to families with diseased or handicapped children. CMS's goal is to prevent or reduce handicaps and help each afflicted child lead a more normal life. Infants may qualify if they are born ill or with birth defects. All children, regardless of parents income, are eligible for an initial examination conducted by a pediatrician, but must meet specific requirements to receive treatment. Children may qualify for assistance if they have heart or kidney disease, cancer, or other chronic diseases. Children with speech, hearing or vision problems and abused or neglected children can also receive assistance.⁴⁹ In November of 1985, 3,216 children in the region and 40,211 statewide received CMS services.⁵⁰

CMS provides a regional program located at Shands Teaching Hospital (Gainesville) which makes available specific kinds of highly specialized care. In some cases, medical teams will travel to CMS appointments at county health departments to deliver appropriate care. Services include renal disease treatment, evaluation of children with possible genetic defects and diabetic counseling and treatment.⁵¹

The HRS Developmental Services Program directly provides or funds contract providers, including the Associations for Retarded Citizens, to provide placement, training, and support services to developmentally disabled children and adults.

The Department of Health and Rehabilitative Services Developmental Services provides training and support services to 60 developmentally disabled pre-school children through contracts with the Alachua County Association for Retarded Citizens (ARC). The Early Intervention Center serves 20 children and 40 children receive homebased intervention. The HRS Parent Training Program is designed to train families to provide infant stimulation and/or behavioral modification for developmentally disabled children ages 0-5. Currently, one Behavior Program Specialist works in the North Central Florida Region.

Health and Rehabilitative Services Developmental Services (DS) also provides a registry of professionals who work with young (ages 0-5) developmentally disabled children. Their goal is to prevent duplication of services and ensure that children do not "fall through the cracks." This group includes University of Florida Children's Developmental Services, the Cerebral Palsy case manager, the HRS Parent Training Supervisor, a representative from Shands Regional Perinatal Intensive Care Unit, the DS Diagnosis and Evaluation Team and the DS Program

Office. The group meets bi-weekly to evaluate and identify appropriate services for new clients eligible for Developmental Services.

For more than a decade, decision makers in Florida have recognized the importance of developing community-based living alternatives for the clients of the Department of Health and Rehabilitative Services, and other persons with special living needs outside of their own homes. There are several factors which led the executive and legislative branches of government to develop a social policy to minimize the use of institutions to house human beings and develop the use of community-based residential facilities:

It became apparent to the general public, social scientists, and politicians that institutions did not achieve an adequate level of remedial care for residents.

Following World War II, the development of community day programs and out-patient clinics for people who otherwise would have been placed in institutions, demonstrated that such people could, in many cases, receive cheaper and better care in the community than in an institution. The philosophy of "normalization" maintained that people should remain in as normal an environment as possible even if they are different from most of society.

A series of judicial decisions determined if the government undertakes to institutionalize people because of abnormalities, it has the responsibility to treat people so that they can return to society as soon as possible. Furthermore, case law was developing which indicated that if incarceration is necessary, it must take place in the least restrictive setting possible. Scientific evidence demonstrates that most people can overcome developmental, emotional, and intellectual deficits if given appropriate opportunities. The policy of deinstitutionalization is based on the premise that less restrictive residential settings afford greater opportunity for individualized activities and freedom of choice for residents.

Scientific evidence also demonstrates that custodial care, which tends to dominate in institutional settings, produces side effects which are often more debilitating than the disorder initially requiring treatment. Isolation, lack of motivation, dependency, and loss of basic social skills have all been seen, at least partially, as the result of institutional placement itself. In contrast, the community more often provides a humane, supportive atmosphere and a better quality of life.

Community-based programs, which utilize existing community resources, have a less formal administrative structure and, as a result, avoid many of the organizational problems besetting institutions. In addition, community-based programs offer services that facilitate family interaction, give greater access to employment opportunities, and increase chances for moving into more independent living or home care. In many cases, community

alternative programs can be delivered at less cost than similar institutional programs. However, even in cases where the costs are equivalent, the human and programmatic benefits of community services significantly outdistance institutionalization for the vast majority of disabled people.⁵²

Community-based training and support services are improving for developmentally disabled children in the region and state. Approximately 50 Gainesville Sunland residents have been moved into community-based "cluster homes", two of which are in Alachua County and one is in Columbia County. The homes have 24 beds each and serve a total of 72 children and adults. The Pediatric Cluster in Gainesville is a specialized facility which serves the most severely disabled children by providing intensive medical care. The other Alachua County Cluster and the Columbia County Cluster are of the more "usual" type of cluster, designed to accommodate moderate to severely disabled and retarded clients who are largely non-ambulatory. The homes aim to normalize life in residential neighborhoods as close to the home community as possible and still maintain adequate services to meet the client's special needs.

Sunland Center at Gainesville is a highly restrictive institutional setting for the most severely and profoundly retarded adults and for some children with complicating medical disabilities for whom no community based alternative placement is available or appropriate. The Gainesville Sunland had 753 residents as of June 30, 1986.

The Department of Education reported 6,517 developmentally disabled and physically handicapped children in the region in 1984.⁵³ The trend in services to pre-school handicapped children is for the school districts to serve 3-5 year old retarded children. Many school districts now serve such children, and Alachua County will begin to do so in August, 1986. In Florida, HRS currently serves 5,186 retarded or physically disabled clients in institutions, community-based residential services, or in their homes.⁵⁴

Regionally Significant Resources: Shands Teaching Hospital, Cluster Homes in Alachua and Columbia Counties, Regional Perinatal Intensive Care Program, Gainesville Sunland.

Agencies: Florida Department of Health and Rehabilitative Services, Department of Agriculture and Consumer Services, Department of Education, county school boards, North Central Florida Regional Planning Council, Shands Teaching Hospital, Regional Perinatal Intensive Care Program.

6.5. Regional Issue/Cluster Title #24: Maintaining and Strengthening the Family Unit

Background Analysis: The HRS Women, Infants and Children (WIC) program does not serve 57.0 percent of the eligible population.⁵⁵ WIC provides food, nutrition education, and health care to pregnant or nursing mothers

during critical periods of fetal and child development. WIC's goal is to prevent nutrition-related health problems, and to improve overall health by providing food to women and their children until the age of five. The average monthly cost for food is \$31.36 for each participant which is paid by the Department of Agriculture and the federal government.⁵⁶ WIC served 5,039 women, infants and children in the region in the latest 6-month service contract (1985).⁵⁷

Recently, the effectiveness of the Food Stamp Program is has been questioned. The Food Stamp Program provides coupons to needy families or individuals to increase the amount of food that can be purchased.⁵⁸ An investigation on hunger in America, conducted by Harvard University School of Public Health, indicates that Alachua and Suwannee counties have disproportionately high numbers of persons living in poverty who do not receive food stamps. The reasons for low level of participation in the Food Stamp Program are not known at this time, but require further investigation.⁵⁹ An interagency task force has been organized to assist with this investigation. Agencies involved include Community Action, Mental Health Services, Alachua County Court Services, Three Rivers Legal Services, Family Medical Practice, the Anthropology Department of the University of Florida, Catholic Charities, Older Americans Council, Alachua County Health Department, Job Training Partnership Act, Alachua County Social Services, Alachua County Extension Services, Health and Rehabilitative Services, Information and Referral, and the United Way. In FY 1984-85, 12,567 households in the region and 30,363 individuals received food stamps.⁶⁰

The HRS Aid to Families with Dependent Children Program (AFDC) also provides subsistence financial assistance to ensure basic needs are met. In 1985, 4,473 families in the region received direct AFDC assistance.⁶¹ Statewide, in FY 1984-85, AFDC paid a monthly average of \$74.92 per person to 270,877 individuals who comprised 97,506 families. In FY 1985-86, this monthly average increased to \$77.02 per person for 273,462 individuals who comprised 96,611 families.

Job training is essential to persons who receive government assistance to develop self-sufficient and self-supporting behaviors. HRS employment and training programs help people find jobs by providing training in job hunting, making use of social services, and coordinating services with other agencies.⁶²

The Work Incentive Demonstration Program (WIN) provides employment and training services to applicants and recipients of Aid to Families with Dependent Children (AFDC).⁶³ Mandatory and voluntary participants in this program receive a variety of services which may include program orientation, job search assistance, support services and employment referral and training opportunities. WIN operates in Alachua, Columbia, Madison and Taylor Counties. In Fiscal Year 1985-86, 394 job placements were obtained through the WIN program serving these four counties.⁶⁴

The Job Training Partnership Act Program (JTPA) is a federally-funded program channeled through the states which establishes a partnership between the private and public sectors to train economically disad-

vantaged individuals or individuals who experience barriers to employment. In this region, JTPA is administered by the North Central Florida Regional Planning Council. JTPA includes an Adult and Youth Program, and a Summer Youth Employment and Training Program. Businesses and organizations interested in job training programs work together to strike a balance between the needs of the labor market for skilled workers, and the needs of the unemployed for jobs. JTPA operates in every county in the region.⁶⁵

Job Service is a federally-funded, state-administered public service agency that serves as a link between applicants seeking employment and employers seeking workers. Currently, Job Service is available in most counties, but does not operate in Suwannee, Hamilton and Madison Counties. Prospective applicants, however, may receive services from nearby counties.⁶⁶

To increase the likelihood of maintaining self-sufficiency, HRS purchases nonresidential day care for children of low income parents who are employed, in training, or who are unable to obtain private child care. These services are provided either in licensed day care centers or small family day care homes.⁶⁷

Agencies: Florida Department of Agriculture, Department of Health and Rehabilitative Services, Department of Employment Service, Department of Law Enforcement, Department of Education, Community Action, Mental Health Services, Alachua County Court Services, Three Rivers Legal Services, Family Medical Practice, University of Florida Anthropology Department, Catholic Charities, Older Americans Council, county health departments JTPA, Alachua County Social Services, Alachua County Extension Services, Information and Referral and the United Way, Department of Agriculture and Consumer Service, volunteer and charitable organizations, county school boards, health planning councils, North Central Florida Regional Planning Council.

6.6. Regional Issue/Cluster Title #25: Self-Sufficiency, Self-Support, and Personal Independence

Background Analysis: Medicaid offers many services, one of which is providing eligibles, or recipients, with pharmaceuticals and drugs at reduced prices. This benefit is especially advantageous to the elderly. Several factors reduce the number of Medicaid eligibles who actually receive medical services. These factors include physician shortages, limited services from rural practitioners, the lack of outreach programs, failure of persons potentially eligible for Medicaid to apply for benefits, and physicians' refusal of Medicaid patients.⁶⁸ Medicaid reimbursement levels to physicians are inadequate since they are based on 1975 health care costs. As a result, many physicians in the region do not accept Medicaid patients.

The majority (63%) of Medicaid eligibles (12,962) in FY 1985-86, purchased prescribed drugs at reduced prices.⁶⁹ Every Medicaid client is

eligible for \$22 worth of prescribed medicine each month, and clients with chronic diabetes or kidney disease can receive insulin and dialysis at reduced rates.

Agencies: Florida Department of Health and Rehabilitative Services, health planning councils, North Central Florida Regional Planning Council.

6.7. Regional Issue/Cluster Title #26: Community-Based Health, Social and Rehabilitative Services

Background Analysis: Community Support Centers (CSCs) for chronically mentally ill adults are lacking in the region. CSCs provide an opportunity for volunteer and professional case management workers to teach clients social and self-help skills. The facility also serves as a visiting center for clients and their families.⁷⁰

The HRS Adult Residential and Treatment System (ARTS) Extended Care Group Homes serve clients unable to graduate quickly to less structured community programs after being discharged from the state hospital. Extended Care Group Homes reduce the frequency of crisis unit and inpatient admissions, and allow greater placement potential for clients discharged from the state hospital. Utilization of the present ARTS 15 bed group home is high and there has been an extensive waiting list for admission. The Legislature recently approved funding for another Extended Care Group Home for 1987. In FY 1984-85, ARTS served 111 persons in the region, the majority of which were residents of Alachua (48), Suwannee (31) and Columbia (21) Counties.⁷¹

The Department of Health and Rehabilitative Services also provides community-based shelters for victims of spouse abuse. Statewide, from 1979 to 1980, 4,544 persons were served by these shelters, a population which increased to 7,989 by 1985. Currently, numbers of abused spouses by county are not available. However, in the Alachua County area in 1984-85, the Sexual and Physical Abuse Resource Center (SPARC) sheltered 114 women and children, served 265 women out of shelter with counseling services, provided information and referral services for approximately 600 persons and reached about 380 persons through 63 public presentations.⁷² Due to the Gainesville location, SPARC, is inaccessible to residents of rural counties in the region.

To serve the elderly, the HRS Geriatric Residential and Treatment System (GRTS) treats chronically mentally ill clients over age 55. GRTS provides a temporary residential facility to assist the senior client discharged from the intensive residential setting. Deinstitutionalized mentally ill clients need a full range of services to allow for re-entry into the community. In FY 1984-85, only five seniors in the region received GRTS services.⁷³

In addition to increasing mental health community-based services to the elderly, there is also a need to establish Consultation and Education/Outreach Services to the aging who may otherwise resist seeking traditional mental health or substance abuse services.⁷⁴

Recent estimates indicate that approximately one-third of nursing home residents have mental illnesses which require mental health services. Because such services are not provided, many individuals deteriorate physically and mentally to the point of needing lengthy and costly hospitalization.⁷⁵

The Department of Health and Rehabilitative Services Aging and Adult Services programs are community-based and serve indigent elderly through the following programs.

Home Care for the Elderly provides cost-effective care to the elderly in the comfort of the home. The HRS program targets persons age 65+ who are homebound, functionally impaired, live with a care giver and receive economic public assistance, such as Social Security Insurance.⁷⁶

Community Care for Elderly (CCE) provides long-term care to optimize the functioning of the elderly in all aspects of life. CCE serves persons age 60+ by preventing premature or unwanted institutionalization. Fees are collected on a sliding scale, and Social Security and Medicaid recipients are not charged. CCE recipients get preventive, maintenance and restorative services such as medical transportation, homemaking and home health aide.⁷⁷

The Older Americans Act provides supportive services (Title III B), congregate (Title III C-1) and home delivered (III C-2) meals.

Approximately 21.0 percent (9,369) of the region's 60+ population (45,471) were served in FY 1985 by one of the three above described programs for the elderly. Home Care for the Elderly operates in nine out of eleven counties, excluding Madison and Taylor. Community Care for the Elderly and Title III B operate in each county. Title III C-1 and Title C-2, the meal programs, are provided in few counties, excluding Dixie, Gilchrist, Lafayette, Suwannee and Union.⁷⁸

Agencies: Department of Health and Rehabilitative Services, area agencies on aging, older americans councils, North Central Florida Regional Planning Council.

6.8. Regional Issue/Cluster Title #27: Reducing the Occurrence of Juvenile Delinquency

Background Analysis: Under Florida law children through age 17 charged with crimes are handled through the juvenile justice system rather than through the adult court system.⁷⁹ The Florida Department of Health and Rehabilitative Services provides to juveniles, directly or through contracted vendors, a range of community-based non-residential and

residential programs. The programs are characterized by varying degrees of restrictiveness, which refers to "constraints placed upon the liberty of participants." Generally speaking the community-based residential programs are more restrictive than the non-residential programs.

Children enter the HRS delinquency programs through the Dependency Delinquency Intake Program upon referral from law enforcement agencies. While awaiting resolution of the charges the child may be released to the parents or guardian, or detained in non-secure or secure detention. After investigating the charge(s), Intake makes a recommendation to the State Attorney that the case be handled judicially or non-judicially. More serious or repeat cases are more likely to be handled judicially through the juvenile courts.

Non-residential delinquency programs include Community Control, Juvenile Alternative Services Program (JASP), Intensive Counselling, the Florida Marine Institute, and TRY Centers. Residential delinquency programs are Family Group Homes, STEP, STOP Camps, Youth Homes of Florida, Group Treatment Homes, Halfway Houses, Start Centers, STAY Centers, Broward Control Treatment Center, Biscayne Bay Marine Institute, and the Training Schools at Marianna and Okeechobee.

The region has access to the statewide comprehensive range of juvenile delinquency programs with the exception of TRY Centers and the non-residential Marine Institute. Non-residential delinquency programs providing services to each county include intake, non-secure detention, community control, and Juvenile Alternative Services Program. In addition the Intensive Counseling Program is available in Alachua County, serving approximately 24 juveniles per year.

There are four different types of residential programs located within the region. These include four family group homes, serving approximately four to eight juveniles per year; the 48-bed Regional Juvenile Detention Center in Gainesville, serving juveniles awaiting judicial dispositions; a 20 bed halfway house for girls, also in Gainesville; and the Alligator Creek Stop Camp in Bradford serving about 120 boys each year.

Approximately 84.4 percent of the Florida juvenile delinquent commitment population is male and 54.0 percent is white. Property related felony offenses account for 75.5 percent of the commitments.⁸⁰

The number of juvenile felony and misdemeanor referrals, proportionate to population, is lower in the region than statewide. The number of juvenile delinquents committed to training schools and STOP camps is decreasing. Community control programs for juveniles are expanding, which reduces the number committed to more restrictive HRS programs. Programs are available in the region at every level of the service continuum for juvenile delinquents. Due to the expansion of community prevention programs, a decreasing number of juvenile delinquents in the region are committed to training schools and other residential programs. The number of juvenile delinquents under community control in the region is approximately 3.5 times greater than the number of delinquents committed to an HRS program.⁸¹

In FY 1984-85, there were 1,065 felony referrals and 1,026 misdemeanor referrals to HRS Children, Youth and Families (CYF). This referral rate was slightly lower than the rate statewide. Referrals count the services one individual receives from CYF. HRS will soon make available an unduplicated count of the number of juveniles who received CYF services.⁸²

Regionally Significant Resources: Alachua Detention Center, STOP Camp, Halfway House.

Agencies: Florida Department of Health and Rehabilitative Services, Department of Education, Department of Law Enforcement, county school boards, Executive Office of the Governor, North Central Florida Regional Planning Council.

6.9. Regional Issue/Cluster Title #28: Access to Health Services.

Background Analysis: Based on federal standards, there are an insufficient number of medical doctors and dentists in the region. At least 8 out of 11 counties are federally-designated Medically Underserved Areas. Each county of the region has a greater number of families who live below the poverty level than the state average, which reduces financial access to health care. Many physicians in the region are not willing to accept Medicaid patients. Several needy rural counties in the region are not served by the federally-funded Rural Health Initiative Program. Lack of public transportation often prevents access to health care. The region's high infant mortality rate indicates a need to increase prenatal, maternal and infant preventive health services. The region also has a high incidence of low birth weight babies, and births to teenage mothers. The incidence of infant mortality, births to teenagers and low birth weight babies is substantially greater for black women in the region than in the state. These data demonstrate a need to increase access to prenatal and perinatal care throughout the region.

Access to primary care is a problem in the region. From 1980 to 1983, Columbia, Dixie, Gilchrist, Lafayette, Madison, Suwannee and Union Counties were designated by federal standards as Health Shortage Manpower Areas. Bradford and Hamilton Counties also had physician shortages prior to 1980, so the situation has recently improved. Access to health care is often measured by the numbers and distribution of resident personnel who diagnose and treat the most common illnesses or conditions. Lafayette County did not have a resident physician in 1983, and Dixie and Gilchrist Counties each had only one. A ratio of one physician to every 2,500 to 3,000 persons is usually considered an adequate ratio. This standard is used by the federal government to identify health shortage manpower areas (HSMAs).⁸³

The National Health Service Corps (NHSC) is a federally-funded program which underwrites scholarships for students in the health professions in return for service in identified HSMA. By law, NHSC personnel must

charge fees to those able to pay in order to recover reasonable costs; however, no patient can be refused service because of inability to pay. Nationwide, the retention rate of NHSC personnel in assigned communities is about 20.0 percent.⁸⁴

Columbia, Dixie, Gilchrist, Hamilton, Lafayette and Madison Counties have been federally-designated dental HSMA's since 1980. Dental HMSAs, measured by the population-to-dentist ratio, are another measure of manpower resources used to access primary care availability.⁸⁵

Eight out of eleven counties in the region are Medically Underserved Areas (MUAs). Data are unavailable for Madison and Taylor Counties.⁸⁶ A MUA is based on four factors: infant mortality rate; ratio of primary care physicians-to-population; population of elderly; and population below poverty. Federally-designated MUAs are eligible to receive rural health initiative grants and other federal funds to provide access to primary care services.⁸⁷

The entire region has a greater number of families living below the poverty level than the state average (9.9%). The range extends from 13.4 percent (Union County) to 26.4 percent (Suwannee County).⁸⁸ Financial access to health care is a problem in the region. Many primary care physicians have not been willing to accept new Medicaid patients, due to delays in reimbursement, and unacceptable reimbursement levels which are based on 1975 health care costs. Also, many Medicaid clients are unable to access medical services because of physician shortages and limited services from rural practitioners.⁸⁹ Lack of personal and public transportation to access medical services is also a problem in the region.

The majority of counties, such as Bradford, Hamilton, Suwannee, Union,⁹⁰ Madison and Taylor,⁹¹ are not served by the Rural Health Initiative Program (RHI). The Department of Health and Human Services (DHHS) provides funds for RHI community health centers in Medically Underserved Areas. RHI clinics are usually non-profit, private corporations run by local community boards and managed in accordance with federal guidelines. DHHS requires RHI clinics to provide certain core services including well-baby care, immunizations, family planning, and dental services.

County health units (formerly called county health departments) are located in each county to provide minimum primary care services such as blood pressure monitoring, immunization, nutrition counseling and epidemiology.⁹²

The infant mortality rate in the region is higher than the state average (12.0 per 1,000) in 8 out of 11 counties. Infant mortality ranges from 18.02 deaths per 1,000 in Madison County to 12.83 in Columbia County.⁹³ Furthermore, by federal guidelines, Colombia has been designated a High Infant Mortality Area. Infant mortality among blacks is substantially greater in the region than statewide. The infant mortality rate among blacks is 2-2.7 times greater among blacks in 6 out of 11 counties. The Significantly high infant mortality rate demonstrates a need to increase access to prenatal and perinatal health care services to women and infants.⁹⁴

The incidence of low birth weight babies (under 5.5 pounds) is higher than the state average (74.90 per 1000) in five counties. The high rates of low birth weight babies range from 100.10 per 1000 (Gilchrist) to 77.25 per 1000 (Suwannee). Low birth weight accounts for 65.0 percent of all neonatal deaths. Furthermore, 25.0 percent of the low birth weight population will have some kind of handicap or long-term disability. Low birth weight babies are often at high risk for abuse because their special needs take a great amount of parent's time and financial resources. Low birth weight can be significantly reduced if high-risk women are identified, educated, frequently monitored by maternal health care professionals and if access to health care is available around the clock. The cost of caring for one low birth weight baby is \$15,000 but the cost of preventative prenatal care is \$300 (see Regional Issues 2.1 and 6.1).⁹⁵

The region has a high rate of births to teenagers. Teenage pregnancies often result in low birth weight babies which increases the probability of the development of chronic health problems and child abuse or neglect. Teenage parents frequently drop out of school and marriages often end in divorce, which often leads to long-term social dependency. Nine out of eleven counties have rates of births to women less than 19 years old higher than the state average (11%). The high rates range from 18.6 percent (Hamilton County) to 12.6 percent in Lafayette County. In 9 out of 11 counties, births to black teenagers occur at a higher rate higher than statewide (19.6%). For example, high rates of births to black women under 19 years of age range from 20.9 percent (Bradford County) to 28.4 percent (Dixie County). The incidence of births to black teenagers is 2.29 times greater than births to white teenagers statewide, but in five counties of the region, the gap is wider. Births to black teenagers in Alachua County (19.2%) is three times as high as the rate for whites (5.8%).

The Regional Perinatal Intensive Care Program lacks resources to document the growing demand for services and the need to expand facilities and increase program funding.⁹⁶ The lack of transportation in rural counties can prevent residents from receiving needed maternal and infant care. Space constraints and lack of beds for neonatal and obstetrical care sometimes result in the referral of patients to other locations. Currently the program serves women at high-risk for obstetrical care and low birth weight infants in need of intensive care. In FY 1984-85, 102 women in the region were served by the high-risk obstetrical component, and 292 infants were served by the neonatal component.⁹⁷

The Florida Regional Perinatal Intensive Care Program also provides genetic counseling for parents, automatic eligibility of newborns for Medicaid when the mother is eligible, increased prenatal care for high-risk women and sex education in the schools.⁹⁸ The HRS operated Regional Perinatal Program is also producing public awareness campaigns for the prevention of handicapped children and developing teaching materials for the schools.⁹⁹

Current estimates indicate the Improved Pregnancy Outcome project (IPO) does not serve 32.0 percent of the indigent population.¹⁰⁰ There is a need to expand IPO services to each county.¹⁰¹ IPO is an HRS program

which provides prenatal and perinatal care to low-income women with low-risk pregnancies. Women receive care in hospitals and county health units. In FY 1983-84, 1,469 women in the region received services from the IPO program as well as 29,716 women statewide.¹⁰²

The Department of Health and Rehabilitative Services also hosts a nutrition program, Women, Infants and Children (WIC), to provide pregnant or nursing mothers with supplemental food and nutrition education. The program goal is to avoid nutrition-related health problems during critical periods of growth and improve overall health by providing food to women and their children until age 5. Statewide, WIC served 94,000 low income, high risk pregnant women, infants and children in 1985.¹⁰³ The WIC program served a total of 5,039 women, infants and children in the region in the latest six month service contract.¹⁰⁴

Regionally Significant Resources: Regional Perinatal Intensive Care Program.

Agencies: Florida Department of Health and Rehabilitative Services, North Central Florida Health Planning Council, county school boards, ACCEPT, Regional Perinatal Intensive Care Center, Shands Teaching Hospital, Florida Center for Children and Youth.

6.10. Regional Issue/Cluster Title #29: Comprehensive Health Care Service Delivery System

Background Analysis: High rates of poverty in the region reduce the chance that such populations will receive comprehensive health care. Many physicians in the region are not willing to accept Medicaid patients, which is essential to the provision of comprehensive health care. Several needy rural counties in the region are not served by the federally funded Rural Health Initiative Program which serves Medically Underserved Areas. A comprehensive health care delivery system is restricted by the lack of public transportation in rural areas. The region's high infant mortality rate, and high rate of low birth weight babies and births to teenage mothers, indicates a need to increase preventive maternal and infant care health services. Furthermore, the incidence of infant mortality, births to teenagers and low birth weight babies is substantially greater for black women in the region compared to the same rate statewide. These data demonstrate a need to develop a comprehensive prenatal and perinatal care health care system throughout the region targeted for high-risk populations.

The entire region has a greater average number of families living below the poverty level than the state average. The range extends from 13.4 percent (Union County) to 26.4 percent (Suwannee County) of families in poverty, compared to 9.9 percent, which is the state average.¹⁰⁵ Therefore, financial access to health care is a problem in the region.

Many Medicaid clients are unable to access medical services because of health manpower shortages, and limited services from rural practitioners.¹⁰⁶ Many primary care physicians have not been willing to accept

new Medicaid patients, primarily due to inadequate financial reimbursement levels which are based on health care costs from 1975.

A recent statewide survey indicates that 75.0 percent of the medically needy population are children under 21 years of age. Currently, statewide, 58.0 percent of Medicaid eligibles (recipients) are children.¹⁰⁷ Statistics describing medically indigent children in the region are not available. However, statistics from the HRS Medicaid program office indicate that proportionately, there are about three times as many juvenile Medicaid recipients in the region than statewide.¹⁰⁸ In a typical month in 1985 (November), proportionately, almost twice as many adults (age 18-85) in the region (12,913 persons or 5.1%) received Medicaid as statewide (387,506 or 2.9%).

Numerous counties, such as Bradford, Hamilton, Suwannee, Union, and Taylor, are not served by the Rural Health Initiative Program (RHI).¹⁰⁹ Suwannee County, however, will have access to the Madison County RHI Tri-County Community Center in October, 1986.¹¹⁰ The Department of Health and Human Services (HHS) provides funds for community health centers in medically underserved areas. RHI clinics are usually non-profit, private corporations run by local community boards and managed in accordance with federal guidelines. HHS requires RHI clinics to provide certain core services including well-baby care, immunizations, family planning, and dental services.

County health units (formerly called county health departments), located in each county, provide primary care such as blood pressure monitoring, immunization, nutrition counseling, family planning, prenatal care, pediatric follow-up and epidemiology.¹¹¹

Lack of personal and public transportation to health care services is also a problem in many counties in the region. The growing elderly population is especially in need of a comprehensive medical transportation network.

The infant mortality rate in the region is higher than the state average (12.0 per 1,000) in eight out of eleven counties. Infant mortality ranges from 18.02 deaths per 1,000 in Madison County to 12.83 in Columbia County.¹¹² Furthermore, by federal guidelines, Colombia has been designated a High Infant Mortality Area. Infant mortality among blacks is substantially greater in the region than statewide. The infant mortality rate among blacks is 2-2.7 times greater among blacks in 6 out of 11 counties. The significantly high infant mortality rate demonstrates a need to increase access to prenatal and perinatal health care services to women and infants.¹¹³

The incidence of low birth weight babies (under 5.5 pounds) is higher than the state average (74.90 per 1000) in five counties. The high rates of low birth weight babies range from 100.10 per 1000 (Gilchrist) to 77.25 per 1000 (Suwannee). Low birth weight accounts for 65.0 percent of all neonatal deaths. Furthermore, 25.0 percent of the low birth weight population will have some kind of handicap or long-term disability. Low birth weight babies are often at high risk for abuse because their special needs take a great amount of parent's time and

financial resources. The incidence of low birth weight can be significantly reduced if high-risk women are identified, educated, frequently monitored by maternal health care professionals and if access to health care is available around the clock. The cost of caring for one low birth weight baby is \$15,000 but the cost of preventive prenatal care is \$300.¹¹⁴

The region has a high rate of births to teenagers. Teenage pregnancies often result in low birth weight babies which increase the probability of the occurrence of chronic health problems and child abuse or neglect. Teenage parents frequently drop out of school and their marriages often end in divorce, which frequently leads to long-term social dependency. Nine out of 11 counties have rates of births to women less than 19 years higher than the state average (11%). The high rates range from 18.6 percent (Hamilton County) to 12.6 percent in Lafayette County. In 9 out of 11 counties, births to black teenagers occur at a higher rate higher than statewide (19.6%). For example, Bradford has 20.9 percent and Dixie County has 28.4 percent rate of births to black women under 19 years of age. The incidence of births to black teenagers is 2.29 times greater than births to white teenagers statewide, but in five counties the gap is wider. Births to black teenagers in Alachua County (19.2%) is three times as high as the rate for whites (5.8%).

The Regional Perinatal Intensive Care Program (Shands Teaching Hospital, Gainesville) lacks resources to document the need to expand their facility. Space constraints for neonatal and obstetrical care sometimes result in the referral of patients to other locations.¹¹⁵ Lack of transportation in rural counties can prevent residents from accessing needed maternal and infant care. Currently, the program serves women at high-risk for obstetrical care and infants in need of intensive care. In FY 1984-85, 102 women in the region were served by the high-risk obstetrical component, and 292 infants were served by the neonatal component.¹¹⁶

Current estimates indicate the Improved Pregnancy Outcome (IPO) program does not serve 32.0 percent of the indigent population.¹¹⁷ There is a need to increase IPO services to each county in the region.¹¹⁸ IPO, an HRS program, provides prenatal and perinatal care to low-income women with low-risk pregnancies in hospitals and county health units. In FY 1983-84, 1,469 women in the region received services from the IPO program as well as 29,716 women statewide.¹¹⁹

The HRS nutrition program, Women, Infants and Children (WIC), does not serve 57.0 percent of the indigent population. WIC is a supplemental food program which provides pregnant or nursing mothers with nutrition education. The goal is to avoid nutrition-related health problems during critical periods of growth and improve overall health by providing food to women and their children until age 5. WIC served approximately 4,557 women, infants and children in the region in the latest six month service contract.¹²⁰

Florida's infants are screened at county health units for conditions which can threaten normal development. In 1984, 235,000 screenings were conducted in Florida, a factor which contributed, in part, to the

reduction of statewide infant mortality rate from 17.7 per 1,000 live births to 10.9 in 1984.¹²¹ In 1984, 5,383 infants were screened in the region, in 6 different counties. No infant screening services are available in the remaining five counties.¹²²

The Early and Periodic Screening, Diagnosis and Treatment (EPSDT) Program increases access to health care for Medicaid recipients under age 21. Health care costs are also minimized by diagnosing problems early. Screening is done at county health units for general health, nutrition, development, vision, hearing and dental problems.¹²³ In FY 1984-85, EPSDT screened 14,961 children or 18.0 percent of the region's juvenile population.¹²⁴

Another HRS preventive effort is the monitoring of children's hearing, vision, growth and development in the public schools. In FY 1983-84, 18,105 (21%) children in the region were tested for vision acuity, 13,998 (17%) children were tested for hearing, and 15,065 (18%) children were monitored for growth and development. Age groups differ for each test.¹²⁵

Florida's immunization program administered 950,000 vaccines against diseases such as mumps, measles and rubella in 1985, a 3.5 percent increase since 1984. HRS reports that 75,062 immunizations were given to children in the region in FY 1984-85 (89%).¹²⁶

Regionally Significant Resources: Regional Perinatal Intensive Care Program.

Agencies: Florida Department of Health and Rehabilitative Services, county health units, Regional Perinatal Intensive Care Program, U.S. Department of Health and Human Services, Rural Health Initiative Clinics, county school boards, Districts 2 and 3 Health Planning Councils.

6.11. Regional Issue/Cluster Title #30: Environmental Health Care Protection

Background Analysis: The State of Florida is in the process of providing environmental health care protection by legislating stringent regulations which will prevent residents from exposure to environmental toxins and hazardous wastes. During recent Spring Cleaning Days in Alachua County, citizens and small businesses produced 100,000 pounds of hazardous wastes, which indicates the need for regulating the disposal of such waste. County governments and regional planning councils are conducting hazardous waste management assessments to identify hazardous waste generators and disposal methods. The Florida Department of Environmental Regulation (DER) is offering seed grants to counties to start construction of hazardous waste transfer/temporary storage facilities. The grant

is intended to work as an incentive to counties to start the construction of these facilities. However, at this time (May, 1986) no counties have accepted the \$50,000 offer.

The region has approximately 1,000 businesses which produce small quantities (less than 2,200 lbs per month) of hazardous waste and 35 companies which generate large quantities. Each county is required by Section 403.7225, F.S., (Water Quality Act) to designate within the county areas where a hazardous waste transfer/temporary storage facility may be located. This facility would be a staging area for the transfer and temporary storage (under 90 days) of hazardous wastes. Counties are required to hold at least two public hearings to allow public comment on the areas under consideration.

The Water Quality Assurance Act of 1983 also requires each regional planning council to designate one or more sites in the region where hazardous waste storage or treatment facilities could be located. A storage facility is a warehouse-type operation where contained wastes are held for short periods of time, usually less than 90 days. A treatment facility processes hazardous wastes to reduce the volume, render wastes non-hazardous or stabilize waste for safe management.

The regional hazardous waste storage/treatment facility site selection process will use a systematic method similar to the county selection process to determine the optimum site in the region. The designated site must be socially acceptable, environmentally licensable, and located in an economically feasible site within the region.

State permits are required for the construction, operation, and closure of hazardous waste storage facilities and DER has adopted U.S. Environmental Protection Agency standards for these facilities. Standards require a primary containment device designed to prevent leakage and overflow while wastes are in storage facilities. Also required is an inspection program to monitor deterioration in the primary containment system, so that repairs can be made or leaks detected before they result in significant contamination of soil, groundwater and surface water.

The hazardous waste transfer/temporary storage selection is regulated by DER guidelines. The recommended sites are discussed at public hearings, held at two County Commission hearings. The county designation of hazardous waste transfer/storage facility occurs at the conclusion of the second hearing.

Hazardous waste will be collected from transfer/temporary storage facilities and transported out of the state. Although landfill disposal of hazardous waste is illegal in Florida, many states have recently indicated that they will not accept hazardous waste from out-of-state on a permanent basis. Consequently, Florida may be forced to develop a plan to dispose of hazardous waste within the state in the near future.

Currently, four hazardous waste disposal operations serve the region. Amnesty Days (one-time event) and Spring Cleaning Days (annual in Alachua County), provide for the collection of hazardous wastes and out-of-state disposal. The other two operations primarily involve the recycling of used motor oil, lead-acid batteries and cleaning solvents.¹²⁷

Agencies: Florida Department of Environmental Regulation, Department of Health and Rehabilitative Services, local governments, U.S. Environmental Protection Agency, North Central Florida Regional Planning Council.

6.12. Regional Issue/Cluster Title #31: Health Education, Training and Research

Background Analysis: The area agencies on aging provides geriatric health services which promote health care and self-sufficiency. State-funded Title III C-1 services often implement health awareness and promotional activities at elderly congregate meal sites. Health care programs include monthly blood pressure checks with related diet information, colon and rectal cancer screening tests, hearing tests, cancer risk reduction information, care of the heart, and vision screening. Title III and Community Care for the Elderly (CCE) programs also teach organized medicine-taking procedures.¹²⁸

Home Care for the Elderly provides cost-effective care for the elderly in the comfort of the home. The HRS program targets persons age 65+ who are homebound, functionally impaired, live with a care giver and receive economic public assistance such as Social Security Insurance.¹²⁹

Community Care for the Elderly (CCE) provides long-term care to optimize the functioning of the elderly (60+ years) in all aspects of life. CCE prevents premature or unwanted institutionalization by providing support services such as home delivered meals, personal care and medical transportation. Fees are collected on a sliding scale, depending on income. Those elderly receiving Social Security or Medicaid are not charged.¹³⁰

The Older Americans Act provides three types of services. Title III-B offers services such as companionship, education, health support, homemaker, legal services and transportation. The Title III-C1 program provides congregate meals and nutrition education to senior participants. Home delivered meals and outreach services are provided by the Title III C-2 program.¹³¹

In FY 1984-85, approximately 21.0 percent (9,369) of the region's senior (60+ years) population (45,471) were served by one of the three community-based programs.¹³² Home Care for the Elderly operates in nine counties, excluding Madison and Taylor. Community Care for the Elderly and Title III-B operate in each county of the region. Title III C-1 and Title C-2, the meal programs, however, do not operate in Dixie, Gilchrist, Lafayette, Suwannee or Union Counties.

Several research and education programs in the region specialize in age-related diseases. The University of Florida's Health Science Center and Veteran's Administration Medical Center specializes in research of numerous diseases which affect the elderly and also provides gerontology education for physicians and nurses.

The Geriatric Research, Education and Clinical Center (Gainesville) is one of two centers in the Southeast which specializes in treatment of

elderly patients and research of age-related health problems. The center receives about \$2 million in funding annually from the Veteran's Administration. The Center teaches students, nurses and medical practitioners innovative approaches to elderly treatment and rehabilitation. The Center also specializes in geropharmacology, to improve use of medicines in the treatment of diseases in the elderly. The Geriatric Medicine Academic Award from the National Institute on Aging is funding curriculum revision at the University of Florida College of Medicine to give greater attention to geriatric medicine.¹³³

Fellowship training in geriatrics is offered to physicians through a VA-funded program in conjunction with the University of Florida College of Medicine. To date (spring 1986), a total of 7 physicians have completed the training. The Robert Wood Johnson Foundation supported project to educate persons providing at-home care for elderly relatives who have Alzheimers disease. The program aimed to minimize caretaker's stress to improve the ability to cope with caretaking and consequently delay institutionalization. Although this research has been phased out, a 4-year follow-up program is currently in progress.¹³⁴ Also, Alzheimers support groups in the region teach coping skills to families to minimize the impact of Alzheimers.

The University of Florida's College of Nursing has initiated a graduate program in gerontology nursing to increase Florida's supply of nurse specialists to care for elderly patients and to expand efforts to keep senior citizens healthy. Approximately ten nurses have completed the program, which is the only gerontology nursing program in the State of Florida.

The Climacteric Center (Gainesville) researches and provides educational programs to help women minimize or prevent health problems associated with aging, such as osteoporosis.

Regionally Significant Resources: The University of Florida College of Medicine, University of Florida Health Science Center, University of Florida College of Nursing, Veteran's Administration Medical Center, Geriatric Research, Education and Clinical Center, Climacteric Center.

Agencies: Florida Department of Health and Rehabilitative Services, Department of Education, Executive Office of the Governor, North Central Florida Regional Planning Council, health planning councils.

6.13. Regional Issue/Cluster Title #32: Health Care Cost Containment

Background Analysis: Consumers and purchasers of health care have identified escalating costs as a major problem of the 1980s. The Department of Health and Rehabilitative Services purchases millions of dollars of health services in the region, and more than \$2 billion statewide. Medicaid purchases approximately one-half of HRS health services provided to clients. Future budget cuts for such services, and the need for the state to provide more health services to the medically indigent population, requires that health care costs be minimized.

Alternative health care systems which emphasize health prevention can reduce costs. Most of these plans have fixed per person rates. If providers can keep clients healthy and prevent use of intensive and expensive medical treatment, then a profit may be realized. Examples of alternative health delivery systems or reimbursement methods which promote health care cost containment include health maintenance organizations and preferred provider organizations.¹³⁵

Health maintenance organizations (HMOs) provide and pay for comprehensive health benefits. HMOs are paid at a fixed, per person rate and therefore, benefits are realized by keeping the clientele healthy. Currently there are 5 HMOs in the region, and approximately 43 statewide.¹³⁶

Funded by a grant from the federal government to develop alternatives to cost-effective health care delivery, Medicaid has negotiated HMO contracts in some parts of the state. The Medicaid Program Office Alternative Health Plan Program is to enroll 500,000 Medicaid eligible recipients in prepaid health plans within the next five years, for an estimated savings of over \$26.8 million.¹³⁷

Preferred Provider Organizations (PPOs) are an important alternative health delivery system available to health care purchasers. In the PPO system, the patient selects a primary care physician from a list of preferred providers who have contracted to provide services at a reduced rate. The current number of PPOs in the region and state are unavailable at this time.

Competition in the health care market and consumers' knowledgeability of health care costs are also methods which can be used to contain such costs.

The Maternal and Child Health Program calculated the savings from providing comprehensive preventive prenatal health care to all pregnant women in the state who live at or below 150 percent of the poverty level. The estimates showed that \$25.8 million dollars could be saved every year with comprehensive prenatal health care.¹³⁸

The HRS Improved Pregnancy Outcome (IPO) Program provides prenatal care to low-income women with low-risk pregnancies for approximately \$340. However, current estimates indicate that IPO does not serve 32.0 percent of the indigent population. Also, there is a need to expand IPO services to each county of the region.¹³⁹ In FY 1983-84, 1,469 women in the region received IPO services as well as 29,716 statewide.¹⁴⁰

The Early and Periodic Screening, Diagnosis and Treatment (EPSDT) Program, which serves children who receive Medicaid, identifies potential problems early on to prevent the use of more intensive and costly medical treatment. In FY 1984-85, EPSDT screened 14,961 children in the region and 101,692 statewide.¹⁴¹

Agencies: Florida Department of Health and Rehabilitative Services, Task Force on Competition and Consumer Choices in Health Care, county health units.

6.14. Regional Issue/Cluster Title #33: Maximizing the Use of Existing Public Facilities

Background Analysis: Unlike the Sunlands located in Tallahassee and Orlando, no plans exist to close the Gainesville Sunland (Alachua County). Vacant Sunland units cannot be anticipated in Alachua County for the next 15-20 years.¹⁴² Furthermore, there are no plans to deinstitutionalize other state facilities in the region.

The Department of Health and Rehabilitative Services Children, Youth and Families Program Office has expressed interest in using the vacant building across from the Gainesville Regional Airport as a residential facility for juvenile sex offenders. These children are hard to find placements for since their offender status makes them inappropriate for placement with younger or more vulnerable children.¹⁴³ A residential program for the treatment of juvenile perpetrators of sexual offenses (committed or non-committed) is a high priority need in the region.

All hospitals licensed under Florida law are required to provide the following services: physician and nursing, pharmacy, diagnostic radiology, clinical laboratory, food and other services which support the operation of the hospital and patient needs.¹⁴⁴ Some hospitals in the region have unoccupied beds. In order to maximize the use of these facilities it has been suggested that the beds be used for step-down care which requires a lower level of medical service, fewer support services and staff. Hospitals are reticent to make step-down care beds available because it changes their license status. Recently, however, HRS has been looking into the possibility of establishing rules that would allow hospitals to make available step-down care beds without altering the status of the hospital license.

Regionally Significant Resources: Alachua Juvenile Detention Center (currently vacant).

Agencies: Florida Department of Health and Rehabilitative Services.

Endnotes:

1. C. Arden Miller, "Infant Mortality in the U.S.," Scientific American, July, 1985, Volume 253, Number 1, (July 1985).
2. Florida Department of Health and Rehabilitative Services Children's Medical Services, Tallahassee. Telephone interview with Mr. Kern Jackson and Mr. Robert Sloyer, April, 1986.
3. Alachua County Health Unit. Data furnished by Mr. Thomas Belcoure and Roger McCullum, September, 1986.

4. Florida Department of Health and Rehabilitative Services, Toward a Healthier Florida 1975-1985, (Tallahassee, Florida: 1985).
5. Florida Department of Health and Rehabilitative Services. Data furnished by EPSDT staff. Tallahassee, Florida, December, 1985.
6. Florida Department of Health and Rehabilitative Services. Data provided by HRS staff. Tallahassee, Florida, December 1985.
7. Florida Department of Health and Rehabilitative Services, Toward a Healthier Florida 1975-1985. (Tallahassee, Florida: 1985)
8. Florida Department of Health and Rehabilitative Services, Children's Medical Services. Data furnished by Ms. Mittee Moffett, RN, December, 1985.
9. North Central Florida Health Planning Council and Florida Department of Health and Rehabilitative Services, Office of Vital Statistics, Vital Statistics, 1980-1984. The infant mortality rates were calculated from a 5-year period to statistically compensate for the small populations of some counties.
10. The St. Paul Infant Care Project, Adolescent Health Services Project. Telephone interview with Ms. Ann Ricketts, September, 1985.
11. The Florida Center for Children and Youth, Newsline, (Tallahassee, Florida: June - July 1985.)
12. Developmental Disabilities Planning Council, Florida's Children: Their Future is in Our Hands, (Tallahassee, Florida: 1985).
13. Regional Perinatal Intensive Care Program. Interview with head pediatrician Dr. Bucciarelli. Gainesville, Florida, August, 1986.
14. In FY 1984-85, the high-risk obstetrical component served 3,967 statewide and the neonatal component served 6,017 infants statewide. Florida Department of Health and Rehabilitative Services Florida Perinatal Intensive Care Program. Telephone conversation with Ms. Janet Evans, November, 1985.

15. Florida Department of Health and Rehabilitative Services, Improved Pregnancy Outcome, Needs Summary 1986-1987.
16. Residents of Taylor County must travel to Madison County to receive IPO services. Myrna Archer, Taylor County Health Unit, September, 1986.
17. Florida Department of Health and Rehabilitative Services Maternal and Child Health. Data furnished by Francis Storey, November, 1985.
18. Florida Department of Health and Rehabilitative Services Women, Infants and Children Program Office. Data furnished by Ann Load, April, 1986.
19. Florida Department of Health and Rehabilitative Services, Children's Medical Services, (Tallahassee, Florida: 1985).
20. Florida Department of Health and Rehabilitative Services Children's Medical Services Program Data Division. Telephone communication with Mr. Kern Jackson. Tallahassee, Florida, November, 1985.
21. Florida Department of Health and Rehabilitative Services Children's Medical Services, public information brochure, 1985.
22. Florida Department of Health and Rehabilitative Services Developmental Services. Telephone interview with Becky McQueen, Epilepsy Services, January, 1986.
23. Recent estimates indicate that about two percent of about 944 of the juvenile population has a problem with substance abuse.
24. District III Mental Health Planning Council, 1983-1987 District Plan for Alcohol, Drug Abuse and Mental Health Services, (Gainesville, Florida: 1985).
25. Florida Department of Health and Rehabilitative Services Children, Youth and Families Program Office. Interview with Ms. Amanda Gray. March, 1986, Gainesville, Florida.
26. The Corner Drugstore. Telephone interview with Ms. Karen Leathers, April, 1986.

27. Ibid.
28. Ibid.
29. Florida Department of Health and Rehabilitative Services Children, Youth and Families Program Office. Data provided by Mr. Jim Pearce and Ms. Amanda Gray. Gainesville, Florida, April, 1986.
30. Ibid.
31. In the Home Visitors program, HRS staff visit the homes of families at risk for child abuse and neglect to monitor parent's behavior and growth. Telephone interview with Ms. Karen Leathers, The Corner Drugstore, Gainesville, Florida, April, 1986.
32. Florida Department of Health and Rehabilitative Services Children, Youth and Families Program Office. Telephone interview with Ms. Amanda Gray, April, 1986.
33. District III Mental Health Planning Council, 1983-87 District Plan for Alcohol, Drug Abuse and Mental Health Services. The outpatient programs exhibit a great disparity between population demand and funding resource capability. Estimates indicate that less than one percent of children's need for outpatient services is being met. In FY 1984-85, the North Florida Mental Health Center provided outpatient services to 100 children in Hamilton, Columbia, Suwannee and Lafayette Counties. The Bradford-Union Guidance Clinic served 15, and the Apalachee Community Mental Health satellite clinics served approximately 53 children from Madison and Taylor Counties on an outpatient basis. Mental Health Services of North Central Florida provided outpatient counseling to 435 children from Alachua, Levy (outside of the region), Dixie and Gilchrist Counties.
34. Florida Department of Health and Rehabilitative Services Children, Youth and Families Program Office. Data furnished by Mr. Jim Pearce and Ms. Amanda Gray, Gainesville, Florida, April, 1986. District II Mental Health Planning Council, 1983-87 District Plan for Alcohol, Drug Abuse and Mental Health Services, (Gainesville, Florida).
35. Ibid.
36. Ibid.

37. Ibid.
38. District III Area Agency on Aging, Area Plan on Aging, 1986, (Gainesville, Florida: 1985).
39. Florida Department of Health and Rehabilitative Services. Interview with Mary Hawks and Dr. Judy Phillis, January, 1986.
40. There are an estimated 24,032 alcoholics in the region, and 704,376 statewide. However, the designated number of the priority populations of public inebriates and marginally functional alcoholics is unknown and has not been estimated. (State of Florida Department of Health and Rehabilitative Services Mental Health. Telephone communication with Mr. Johnson, November, 1985, Tallahassee, Florida).
- The number of drug abusers has been estimated at 7,388 persons in the region, and 246,303 statewide. The designated priority population of chronic opiate addicts and poly-drug users is unknown and has not been estimated. (State of Florida Department of Health and Rehabilitative Services Mental Health Unit. Telephone communication with Mr. Ed Steigers, November, 1985, Tallahassee, Florida).
41. To expedite efficient mental health treatment and services, the Resources Allocation Policy requires the designation of priority populations which are supported by the District III Alcohol, Drug Abuse and Mental Health Planning Council and DHRS.
42. Florida Health and Rehabilitative Services District III Alcohol, Drug Abuse and Mental Health Planning Council, 1985 Update to the 1983-87 Alcohol, Drug Abuse and Mental Health Plan, (Gainesville, Florida: 1985).
43. Ibid.
44. Florida Health and Rehabilitative Services District III Alcohol, Drug Abuse and Mental Health Plan for Fiscal Year 1986-87, 1987-88 and 1988-89, (Gainesville, Florida: 1985).
45. Currently, limited outpatient services are available to drug abusers. Drug abusers who need detoxification or residential services are referred to Mental Health Services, Inc., in Gainesville, where only a small percentage of needs are being met.

46. District III Alcohol Drug Abuse and Mental Health Planning Council, 1985 Update to the 1983-87 Alcohol, Drug Abuse and Mental Health Plan, (Gainesville, Florida: 1985).
47. The data are not disaggregated to reflect the number of clients served at each satellite clinic.
48. Florida Department of Health and Rehabilitative Services Children's Medical Services, Tallahassee. Telephone interview with Mr. Kern Jackson and Mr. Robert Sloyer, April, 1986.
49. Florida Department of Health and Rehabilitative Services, Children's Medical Services, (Tallahassee, Florida: 1985).
50. Florida Department of Health and Rehabilitative Services Children's Medical Services Program Data Division. Telephone communication with Mr. Kern Jackson, November, 1985.
51. Florida Department of Health and Rehabilitative Services Children's Medical Services, public information brochure, 1985.
52. Florida Department of Health and Rehabilitative Services, text provided by Barbara Ropicki, September, 1986.
53. This figure includes ages 3 to 21. Statewide, in this age group, there were 200,026 developmentally disabled and physically handicapped youth. State of Florida Department of Education, Education Information Services. Telephone communication with Ms. Barbara Williams, Tallahassee, Florida, January, 1986.
54. Executive Office of the Governor, Trends and Conditions for Florida, (Tallahassee, Florida: 1985). Once served almost exclusively in Florida's six Sunland Centers, the number of institutionalized developmentally disabled has dropped from 4,659 in 1975 to 2,128 in 1985. The number of community-based clients has increased from 6,915 in 1975 to 18,744 in 1985.
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STATE GOAL 7: PUBLIC SAFETY

Florida shall protect the public by preventing, discouraging, and punishing criminal behavior, lowering the highway death rate, and protecting lives and property from natural and man-made disasters.

7.1. Regional Issue/Policy Cluster #34: Crime Prevention

Background Analysis: Although no crime is socially acceptable, it appears to be less of a problem in north central Florida than statewide. Alachua County, the most populous county in the region, skews the regionwide rates and suggests a higher crime rate than actually exists in the rest of the region. When Alachua County data is excluded from regional statistics, the region's 1983 crime rate is roughly one-half the statewide rate for the same year.

The 1983 crime rate per 100,000 population for the region was 5,424.5, significantly lower than the statewide rate of 6,837.9. When Alachua County data is excluded from regional statistics, the region's crime rate in 1983 drops from 5,424.5 to 3,288.7, roughly one-half the statewide average. Despite a low crime rate, recent data suggests that crime rates are dramatically increasing due to the use of crack cocaine. The City of Gainesville's 1986 crime rate has increased by over 50.0 percent over the 1984 rate due, in part, to property crimes associated with increased crack cocaine use.

Drug smuggling and the violent crimes that follow are serious problems which have been identified in the region's coastal counties, Dixie and Taylor. Apparently, as drug policing activity increases in south Florida, more drugs enter the state by air and water in Dixie and Taylor Counties. Law enforcement personnel from each county report that there is a lack of equipment, such as motor boats, and manpower to adequately patrol the coast.¹

High crime rates can undermine the social, economic, physical, and therefore environmental structure of neighborhoods. Crime and the fear of crime are among the main reasons for reduced urban investment and flight to the suburbs. Aside from the more personal effects of crime upon individuals, high crime rates may be a direct cause of neighborhood decline and residential abandonment. At least one study has linked high crime rates with declines in residential property values.² High crime rates may also deter the acquisition of development capital, weighs heavily in industrial location decisions, and may be a significant force in suburban sprawl.³

Traditional approaches to combatting crime have largely consisted of unsuccessful, disjointed, single-solution approaches to a complex problem. Crime prevention requires a comprehensive approach involving police protection, building security hardware, site planning and design considerations, and citizen involvement. In addition, adequate jail and prison facilities must be available to incarcerate offenders without premature release due to overcrowded conditions.

Crime prevention should be an important concern of local government for it may play a major role in the spatial and social organization of cities. Most importantly, planners influence crime rates through the very act of land use planning and design regulation. The disregard of social and physical factors in past residential projects has often produced dramatically increased crime rates for their inhabitants.⁴ One only has to mention St. Louis' Pruitt-Igoe housing project as a case in point. Nor can there be confusion as to why suburban middle class residents so stoutly resist government-subsidized housing in their neighborhoods. Among other reasons is real fear of a crime increase commonly associated with large public housing projects.

Increasing crime rates created through public action is not limited to public housing projects.⁵ Capital improvements such as streets, parks, recreation centers, and hospitals can and have produced increased crime rates when little thought was given to crime prevention concerns.

While it is the purpose of planning to coordinate such decisions, all too often this is not done. There is need for increased public and private sector cooperation in planning and design decisions that affect security. Clearly, it is the domain and responsibility of government to address these concerns. In order that crime prevention becomes an integral part of urban planning and design, police need to be brought into the process. Traditionally, project design has relegated public safety to a position of after-the-fact concern. When planning assistance has been sought from the police department in the past, it was often a token involvement after the major decisions had been made. However, through their day-to-day presence, the police, more than anyone else, have a true understanding of how environments are used or misused, and by whom.

Although every north central Florida local government has a building code, no local government has a building hardware security code. In addition, site planning and zoning regulations do not generally take crime prevention design considerations into account. Few local governments have established design review with local government police departments.⁶ Few local governments have full-time crime prevention officers who can organize neighborhood watch groups or review development proposals and local plans for crime prevention considerations.

The ratio of sworn law enforcement personnel per 1,000 population in 1983 was lower in the region (1.7) than in the state (2.0). Furthermore, the number of law enforcement personnel is inadequate to accommodate projected population growth.⁷ The establishment of an incentive system throughout the region is one way to attract and retain officers. For example, in the Gainesville Police Department, officers with a bachelor's degree are hired at higher salaries than those without. The state also has an incentive system in which salaries are higher for officers with degrees or accumulated hours of educational classes pertaining to radar or advanced report writing.⁸

Local government jails in the region are overcrowded and suffer from insufficient staffing. Many of the local jails are quite old and have plumbing, heating, and electrical problems. In addition, these older

structures suffer from inefficiencies inherent in their design. Population growth trends have simply overtaxed the original design capacity of many local facilities. The Florida Department of Corrections has cited several local jails for structural problems.⁹

The net result of the overcrowding is not well documented. However, discussion with numerous state and local law enforcement and corrections personnel suggests that there are several repercussions. There appears to be a tendency for persons who commit major and lesser offenses to serve the same length of time in prison. When state facilities are overcrowded, prisoners are often placed in various early release and community release programs. Secondly, when local facilities are at capacity, there appears to be a tendency for guilty parties to receive stiffer sentences than they might otherwise serve in order to make them eligible under state law for incarceration in a state facility.

Early release and community release programs are, in part, an attempt to alleviate the overcrowded conditions in existing jails and to isolate some of the lesser offenders from "hardened criminals" in an effort to prevent recidivism. However, it is suspected that these programs are somewhat self-defeating as they take prisoners out of overcrowded jails and transfer them to overcrowded and understaffed social rehabilitation programs. Additional study is needed to document the effectiveness of early release programs in the region.

Law enforcement efficiency can be improved through the establishment of a close communication and coordination system among agencies. The development of a comprehensive reporting system for forcible felonies, organized economic and drug crimes can be used to build a data base from which to study criminal behavior. The region's police departments are connected by the Florida Crime Information Center and nationally through the National Crime Information Center.¹⁰

Regional Facilities:

- State Prison System
- Local Jails
- Florida Highway Patrol
- City Police Departments
- County Sheriffs Offices

Agencies: Florida Department of Corrections, Department of Law Enforcement, Department of Education, Florida Crime Information Center, Florida Drug Enforcement Agency, National Crime Information Center, North Central Florida Regional Planning Council, local governments.

7.2. Regional Issue/Cluster Title #35: Safe and Secure Citizenry

Background Analysis: The safety and security of north central Florida residents requires protection from the motoring public and safety from hurricanes and flooding.

North central Florida contains the interchange of two major interstate highways and hundreds of state and county roads forming access routes to some of the most densely populated areas in the country. Every day, thousands of motorists use these roads and highways to go to and from work, visit friends and relatives, and travel to Florida's tourist attractions.

The 1985 Florida highway fatality rate was 3.3 fatalities per million vehicle miles of travel. In north central Florida, the rate ranged from a low of 1.3 in Dixie County to a high of 8.1 in Bradford County. Only Bradford (8.1), Lafayette (6.2), Gilchrist (3.9), and Union counties had rates higher than the state. Due to the rural nature of the region, speed limit enforcement is a primary public safety issue. According to the Florida Highway Patrol, which patrols state and interstate roadways, excessive speed is a highway safety problem, especially in the rural areas which lack police manpower to enforce speed limits. Speed has been a contributing factor in 2.9 percent of all traffic accidents in the state. Of speeding-related traffic accidents, 38.7 percent occurred in rural areas.

Alcohol, a leading contributor to highway accidents in the state, was listed as a contributing factor in 14.3 percent of traffic accidents in the state and 17.4 percent in the region in 1985. Forty-five percent of the statewide traffic fatalities were alcohol-related in 1985.

The state now requires that drivers and passengers in the front seat wear seat belts in an effort to reduce highway fatalities. Of all motor vehicles involved in accidents in Florida in 1985, 90.0 percent were equipped with seat belts. However, only occupants in 24.0 percent of vehicles involved in accidents were using seat belts at the time of the accident.¹¹

Driving is one of the most commonplace, yet potentially hazardous activities, of modern society. Educational programs to ensure a high level of competence among beginning drivers is crucial for the development of a safe and secure citizenry. However, student enrollment in Florida driver education programs (DE) has declined drastically since mid-1970's legislation removed DE as a prerequisite to licensing before the age of 18. The proportion of eligible students receiving driver education declined from 91.0 percent in the 1974-75 school year to less than 25.0 percent in 1983-84.¹²

A reliable testing system to ensure that only qualified drivers receive a driver's licence is essential to providing a safe and secure citizenry, especially in light of the growing number of applicants in Florida's drivers license offices. The Department of Highway Safety and Motor Vehicles currently issues waivers from drivers license tests for students

who have successfully completed drivers education courses (authorized by Section 322.13, F.S.). This procedure eliminates the most time-consuming aspect of licensing new drivers. At the same time, it encourages more students to complete a higher level of driver education and testing than the Department of Highway Safety and Motor Vehicles can provide.¹³ In addition, special driver education programs may be necessary for senior citizens to drive without presenting a threat public safety. Older drivers suffer decreased physical and perceptual abilities which can affect driving performance.¹⁴

However, the public needs protection from more than just the motoring public. Hurricanes and their attendant high winds and flooding represent a threat to coastal communities. Although the region's coastline is largely undeveloped, some areas of the Dixie and Taylor County's coast are beginning to experience some growth. Although a small community, the Town of Horseshoe Beach (Dixie County), the only incorporated town along the coast, more than doubled its population between 1970 and 1980 (145.2%). A number of other unincorporated coastal communities such as Suwannee, Steinhatchee, Keaton Beach, Dekle Beach, and others are also experiencing some development pressure.

Dixie and Taylor Counties have hurricane evacuation plans designed by local civil defense directors to provide for safe evacuation of coastal residents in the event of a hurricane. The north central Florida Regional Planning Council has developed a regional hurricane evacuation plan which includes evacuation routes, shelter assignment scenarios, and coordinated warning procedures.¹⁵ Each inland county in the region also has an inland shelter and evacuation plan which organizes public facilities to serve as shelters and indicates evacuation routes.¹⁶ Both inland and coastal residents should be made aware of hurricane evacuation plans before hurricane season. Interagency coordination and education can help to expedite evacuation. Several agencies are responsible for the efficient evacuation of an area, some of which are the Florida Department of Community Affairs, local law and marine authorities, state highway patrol, schools, Red Cross, and privately owned-radio stations.

However, insuring the public safety from hurricane hazards also requires long-range land use planning. Both lives and property damage can be reduced by directing growth away from areas subject to hurricane surge inundation. In addition, the ecological processes at work must not be severed by human action. Hurricanes are often preceded by many hours of heavy rains which saturate the soil, cause advance runoff, and raise the water level in rivers before the surge hits. Pre-hurricane rainfalls of five inches or more are common, and far greater rainfalls have been recorded. Both upland and costal wetlands help to reduce the impact of this water through their normal function of retaining and gradually releasing stormwater runoff. When wetlands areas within the coastal drainage basin are filled and drained, a significant increase may occur in the impact of surfacewater runoff within the coastal basin upon coastal flooding. In north central Florida, it is especially important that the drainage patterns of coastal rivers and surface runoff areas with direct sheet flow to the Gulf not be substantially altered so that storm threats to coastal communities can be minimized.

Regional Facilities:

State Prison System
Local Jails
Public Shelters

Agencies: Florida Highway Patrol, Florida Department of Education, Department of Highway Safety and Motor Vehicles, Department of Transportation, Department of Tourism, Department of Law Enforcement, Department of Health and Rehabilitative Services, Department of Community Affairs, Department of Environmental Regulation, Suwannee River Water Management District, North Central Florida Regional Planning Council, local governments, local school districts, Red Cross, radio and television stations.

7.3. Regional Issue/Cluster Title #36: Offender Rehabilitation-Recidivism

Background Analysis: Historically, the criminal justice system has not been responsive to the needs of victims and witnesses of crime. The Victim/Witness Protection Act of 1984 is intended to enhance and protect the necessary role of victims and witnesses in the criminal justice process and to ensure that the state, its agencies and subdivisions, do all that is possible within limits of available resources to assist victims and witnesses of crime without infringing on the constitutional rights of defendants.¹⁷ The Crime and Rape Victim Advocate Program in Gainesville, Alachua County, provides assistance to victims and witnesses of crime.

Only 3.0 percent of the state's population live in the region but approximately one third of all state inmates (28,000) are incarcerated in Bradford, Union, Gilchrist, Dixie, and Lafayette Counties.¹⁸ Both state correction facilities and local government jails are overcrowded and inadequately staffed. Many of the older local jails have plumbing, heating, and electrical problems.¹⁹ Furthermore, the Department of Corrections has cited several local jails for structural problems.²⁰ The state plans to close four of the older facilities, which house approximately 25.0 percent of the region's state inmate population. New facilities will be constructed which meet capacity requirements based on the Florida Department of Corrections' 1994 inmate population projections.²¹

Early release and community release programs are intended to reduce recidivism rates and alleviate overcrowded conditions in existing jails. The effectiveness of early release and social rehabilitation programs requires examination. Educational and vocational training programs designed to increase the job marketability of ex-offenders have been noted to be the most effective means to reduce recidivism.²² The reduction of recidivism also improves the financial cost-effectiveness of the corrections system.

The Florida Department of Health and Rehabilitative Services (HRS) and the Florida Department of Corrections coordinate alcohol and drug abuse and mental health services for the forensic population.²³

The Bradford-Union Guidance Clinic Forensic Program works with clients identified by the criminal justice system as having a mental illness. Program staff provide in-jail evaluations for the court to determine the need for competency and insanity psychological evaluations. After completion of evaluations, program staff assist in the transfer of inmates who manifest obvious signs of mental illness from the criminal justice system to the civil Baker Act System.

Treatment Alternatives to Street Crimes (TASC) serves alcohol and drug abuse clients by offering treatment alternatives to incarceration. Columbia County North Florida Mental Health Center TASC screeners identify inmates who have alcohol and drug abuse problems and refer them to treatment programs and follow-up services. In the process of evaluation, TASC screeners often identify clients who exhibit signs of mental illness and refer them to mental health providers for treatment.

Mental Health Services, Inc. in Alachua County operates Forensic Mental Health Services, funded by the Alachua County Commission and limited to clients who have charges pending in county court. Potential clients are identified by county court staff and referred the Mental Health Service's liaison at the jail or directly to the program. Staff screen the clients, complete evaluations and if appropriate, work with court staff to divert the client into treatment alternatives. A limited amount of follow-up and short term case management services are provided.

Metamorphosis, a residential drug treatment program located in Gainesville, is the only publicly-supported facility of its type in the region. The program is operated by the Alachua County Department of Corrections. Approximately 90.0 percent of individuals receiving treatment at the facility are county court referrals. Metamorphosis is scheduled to expand from 18 to 80 beds and incorporate job and life skills development training into its program by April, 1987.

Baker Act Training sessions for Florida Department of Corrections staff, law enforcement, court representatives as well as HRS staff from mental health centers take place approximately every 6 months.

When a juvenile breaks the law, an HRS intake counselor receives the complaint, usually from law enforcement. The intake counselor screens the complaint, interviews the child, notifies the parent and, jointly with law enforcement, determines whether the child should be detained or released to a parent. If the child is found to be intoxicated, drug dependent, suicidal, or emotionally unstable when screened, he is referred to the local detoxification center, hospital and/or crisis stabilization unit.

If the juvenile is placed in detention, a detention hearing is held before a judge within twenty-four hours to determine if detention should continue. If a child remains in detention awaiting judicial disposition,

mental health services can be accessed, if necessary. Often times the assigned counselor or judge will recommend that a psychological evaluation be conducted prior to disposition. Juvenile detention centers have working agreements with their respective mental health centers for the provision of on-call crisis counselors. Detention center staff also receive, upon request, training in the areas of substance abuse awareness, crisis counseling and suicide prevention.

Once the juvenile judicial disposition is confirmed, the child may be released and placed on "community control supervision". A counselor will develop an individual service plan that may include, if appropriate, outpatient mental health or substance abuse counseling provided by the local mental health center. If the judge decides that more intensive services are appropriate, the child may be committed to the custody of HRS and placed in a residential program for delinquent youth. There are various restrictive levels of residential programs operated by the HRS Children, Youth and Families Program office.²⁴ These include family group homes, STOP camps, a halfway house, and private contracted Eckerd camps and Outward Bound.

Children referred to these programs are screened by a reviewing committee, including representatives from the local mental health centers. All of these residential programs utilize local HRS Alcohol, Drug and Mental Health Services on an as needed basis. If the individual service plan identifies a need for outpatient counseling, these services are arranged with local mental health centers. In addition, community mental health centers provide technical assistance and training upon request to various residential program staff.

After the residential program is completed, the youth is returned to his respective community on "furlough status." During "furlough status," a community control counselor provides supervision and ensures a continuation of the established service plan. The service plan often includes outpatient counseling/support services provided by local mental health centers. Upon satisfactory completion of the service plan, a community control counselor will recommend to the court final release from HRS supervision.

Regional Facilities:

State Prisons
Local Jails
Crime and Rape Victim Advocate Program
Early Release Programs
Alachua Detention Center
STOP Camp
Lancaster Youth Development Center
Community Mental Health Centers
Interface Program of Alachua County
Mental Health Services, Inc., of North Central Florida
North Florida Community Mental Health Center
Bradford-Union Guidance Clinic

Appalachee Community Mental Health Center
Eagle Bend of Suwannee County
The Corner Drugstore
Metamorphosis
SPARC
Family Mediation

Agencies: Florida Department of Corrections, Department of Health and Rehabilitative Services, Parole and Probation Commission, Florida Bureau of Investigation, Florida Attorney General, North Central Florida Regional Planning Council, local governments.

Endnotes:

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18. Florida Department of Corrections, Comprehensive Statewide Study To Determine The Current And Future Needs For All Types Of Correctional Facilities In The Region And Development Of A Siting Criteria To Be Used In Evaluating Sites For Location Of Correctional Facilities, Tables 7 and 8.
19. Ibid.

20. State of Florida, Office of Inspector General, telephone interview with Russell Smith, November, 1985.
21. Florida Department of Corrections, pp. 2-4.
22. Alachua County Court Services, telephone interview with Mr. James McDaniel, November, 1985.
23. Florida Department of Health and Rehabilitative Services District III Alcohol, Drug Abuse and Mental Health Plan for Fiscal Years 1986-87, 1987-88 and 1988-89, Gainesville, Florida, 1986.
24. Ibid.

STATE GOAL 8: WATER RESOURCES

Florida shall assure the availability of an adequate supply of water for all competing uses deemed reasonable and beneficial and shall maintain the functions of natural systems and the overall present level of surface and ground water quality. Florida shall improve and restore the quality of waters not presently meeting water quality standards.

8.1. Regional Issue/Cluster Title #37: Protection of the Water Supply

Background Analysis: The demand for water in the region is increasing. Water use in the region during 1980 averaged 389.27 million gallons per day (mgd). The Suwannee River Water Management District estimates that groundwater withdrawal within the district could increase by as much as 250.0 percent over 1980 consumption figures by the year 2000.¹ The major water users of the region include human consumption, economic activities, especially agriculture and forestry, and natural systems. An adequate supply of water must be assured for all water users.

Most potable water supplies in north central Florida withdraw water from the Floridan aquifer. The largest user of water in the region in 1980 was thermoelectric power generation, accounting for 44.8 percent of the total water use. Industry, specifically phosphate mining operations in Hamilton County as well as pulp mills in Taylor County, accounted for 33.0 percent of the region's total water use. Water consumption for urban and rural domestic use comprised approximately 13.6 percent (53 mgd) of total water consumption.²

Agriculture is also a heavy user of water in the region. In 1980 the use of water for irrigation averaged 33 mgd, approximately 81.0 percent of which came from groundwater supplies. This figure, however, does not accurately portray seasonal irrigation use. Eighty percent of all annual irrigation takes place during the spring when actual irrigation water use figures average 170 mgd. However, peak water demand, times when more than 90.0 percent of all irrigation systems are operating simultaneously for a 12 hour period, is 349 mgd. Overall conveyance losses are low because almost all irrigation in the district is of the sprinkler rather than the open ditch variety.

Another major, although often unrecognized, user of water are natural systems and native species. These are the true "traditional users" of north central Florida water supplies. Water is required for rivers to flow, for the sustenance of native plants and animals, to keep wetlands wet, and to carry nutrients, detritus, and sediment to the Gulf of Mexico.

Although water consumption is anticipated to dramatically increase, sufficient potable supplies should be available to meet the region's present and projected needs provided that there is proper planning and careful management of the water supply. Land use decisions and land management practices can have direct impacts upon both the quality and quantity of water supplies. To understand the relationship between land

development and management practices and the water supply requires a basic understanding of the region's hydrologic cycle.

North central Florida is underlain by three different aquifers: (1) A surficial water table aquifer; (2) an intermediate artesian aquifer; and (3) the Floridan aquifer. The Floridan aquifer may be divided into three classes as well. In Class I, it is unconfined and is the sole source for groundwater supplies. In Class II, which may be thought of as a transitional area, a semi-confined Floridan is overlain by a semi-artesian secondary system or water table aquifer. In Class III the Floridan aquifer is confined and is overlain by a water table aquifer and intermediate artesian aquifers. The aquifer ranges from unconfined near the coastline, through semi-confined to confined where the aquifer is overlain by thickening deposits of the Hawthorn (limestone and clay) Formation in the eastern portion of the region (Columbia, Bradford, and Union counties).

The Floridan aquifer is a massive limestone "sponge" that underlies the entire region. The Floridan is replenished by the rainfall only in certain areas of high recharge, primarily in sandy, well-drained areas of the region. However, only about two inches of the average annual 53 inches of rainfall replenishes the aquifer. The remaining 51 inches feeds rivers, streams, lakes, wetlands, and estuaries. The surficial aquifers are extremely permeable and are recharged directly by rainfall. Their surficial nature makes them very susceptible to impacts from land development activities and land management practices. Because water moves through all aquifer systems, they are easily contaminated by pollutants carried from the land surface in recharge waters.

The importance of maintaining the quality and quantity of groundwater, as the primary source of water supply for the region, necessitates the protection of those areas identified as recharge areas for the Floridan aquifer. Major recharge areas include: (1) the Putnam Hall high located in eastern Bradford and western Putnam and Clay counties; (2) a high located near Valdosta, Georgia; (3) the unconfined bed of the Floridan aquifer located in the western portion of the region; (4) water movement between secondary and the Floridan aquifers; and (5) the Suwannee River system through seeps, sinks, springs, and areas of direct contact between river system waters and the Floridan aquifer. Although the relative amounts of groundwater derived from these sources is not known, it appears that a significant percentage of source water to the Floridan aquifer is derived from recharge areas located outside of the region, the water management district, and the State.

In addition to these sources, there are significant percolation recharge areas within north central Florida. They occur in a wide band, generally oriented northwest-southeast, and are located in the center of the region. High percolation recharge areas have been defined in a generalized manner by the Suwannee River Water Management District, and include those watersheds with internal drainage.³ These areas are characterized as being generally at or above the 100-foot contour interval, predominately dry, sandy areas with high rates of infiltration

and percolation, with very little runoff. Examples of such areas include the sand hills near Archer, and most of the pine flatwoods in the central portion of the region.

Stream-to-sink watersheds also constitute a significant source of water to the Floridan aquifer. These are areas with a direct hydraulic connection between surface waters and the Floridan. Examples include Blues and Turkey creeks in the vicinity of the San Felasco Hammock, and Hogtown Creek which flows into Haile Sink. In addition, many springs found along the Santa Fe and Suwannee rivers can become recharge areas if groundwater levels are lowered enough to produce a reversal of flow, allowing surface waters to recharge the aquifers.

The region contains a rich assortment of surface waters--rivers and streams, lakes, springs, cypress ponds, swamps and estuaries. The headwaters of the coastal basin rivers are located within the region. Other rivers, such as the Suwannee, Alapaha, and Withlacoochee, have headwaters located in the State of Georgia. In general, the water quality of surface waters in the region is good. /

The Suwannee River basin has very good water quality. The water chemistry of the Suwannee River changes dramatically between the state line and its point of discharge to the Gulf of Mexico, representing a shift to groundwater discharge as the dominant factor in water quality of the river. As the Suwannee River enters the State, its quality is very high although pH and dissolved oxygen are naturally low because of drainage from the Okefenokee Swamp. Point sources of pollution to the Withlacoochee River include the wastewater treatment plants for the cities of Valdosta and Tifton, Georgia as well as a pulp mill.⁴ Several tributaries of the Suwannee drain phosphate mining areas and show high conductivity, neutral pH, and high nutrient and coliform levels. Swift Creek, a tributary of the Suwannee, contributes 80.0 percent of the phosphate loading to the Suwannee River at this point, although it constitutes only 4.0 percent of the river flow.⁵ However, despite the generally lower water quality of this tributary, the lower Suwannee and the Santa Fe rivers have no significant water quality problems.

These resources are continuously replenished, primarily by rainfall, and continually reduced by natural surface and groundwater discharges, evapotranspiration, and human use. Although water is not created or destroyed through the hydrologic cycle, its character, location, and availability for human use is altered. Between 1960 and 1980, water use increased almost three times statewide, compared to a two-fold increase in population. Assuring an adequate supply of water to meet the region's future human and natural resource needs is a major challenge that will require a strong and consistent effort to integrate land and water management and regulatory programs.

Since local governments are the primary arbiters with regard to the rate and magnitude of growth that will require water supplies, it is crucial that their decisions be based upon the best available information regarding the availability of water and the actions that must be taken to ensure a continued water supply for all users. Furthermore, the nature,

type, and location of development can have very significant consequences on the quality of water resources and on the integrity of water-dependent natural systems.

Actions suggested to protect these areas include identifying and mapping recharge areas, encouraging land uses compatible with these areas through permitting programs, and preventing over-drainage or significantly reducing recharge capabilities, particularly in high percolation recharge areas. In addition, intergovernmental cooperation agreements should be actively sought with the State of Georgia and appropriate state and regional agencies as well as local governments with jurisdiction over the Putnam Hall high area.

Development must be regulated to prevent over-pumping and the subsequent decline in ground and surface water levels, which could allow for saltwater intrusion in coastal areas. In addition to over-pumping, coastal flooding can also contribute to saltwater intrusion to the aquifers. Saltwater associated with storm surge rushes inward to the hurricane surge line. The normally dry depressions of lands within the surge zone can temporarily retain considerable amounts of surge generated saltwater. If saltwater is held long enough, it can damage soil fertility (by penetration into the earth) or groundwater quality (by penetration into subsurface aquifers). It is important that saltwater does not remain for very long due to the danger of saltwater intrusion to underground aquifers. This is especially important for Dixie and Taylor counties where the Floridan aquifer comes very near the surface. Therefore, construction of seawalls or alterations in landscape or topography should not impede the outflow of seawater back to the Gulf.

Of equal concern is the protection of the water supply from man-made pollutants. The surficial aquifer and the unconfined Floridan are more susceptible to pollutants than the confined Floridan because their water table is near the land surface. It should be noted that different rock formations, water residency times, and human influences can impart particular chemical "flavors" to aquifer systems. Water from the Floridan is slightly alkaline and is characterized by high relative values for specific conductivity, alkalinity, pH, magnesium, and calcium. This is typical of groundwater in limestone aquifers that are undergoing dissolution. Surficial aquifer water is acidic and has high values for sodium, chloride, and nitrate.

Primary sources of pollution of both ground and surface water are domestic wastewater which contributes bacteria and virus, agriculture which contributes phosphates, nitrates, and pesticides, and stormwater runoff which contributes a variety of pollutants. A significant problem in north central Florida is the direct transferral of surface water pollution to groundwater supplies due to sandy soils, high rainfall, and high water tables. Another problem is the introduction of untreated stormwater runoff and pollutants to the Floridan aquifer through drainage wells. Most of the drainage wells in the district (approximately 50) are in the Live Oak area.

Common forms of wastewater treatment in the region are individual on-site treatment and disposal systems. These include: septic tanks, aerobic units, and soil absorption systems such as drain fields, trenches, mounds, and evapotranspiration units. When properly located, constructed, operated, and maintained, on-site systems can provide low cost, reliable treatment although bacterial and viral contamination is always a potential hazard. Septic tanks rely heavily on appropriate soils for biological treatment. Soils that are too wet or that do not allow septic tank leachate to flow through them at a safe rate are unsuitable. Disposal of the accumulated sludge, which must be removed every few years, is a serious problem.

Central wastewater treatment facilities are also used throughout Florida. The vast majority of wastewater treatment plants in Florida are relatively small. Three-fourths of the Florida plants have a capacity of less than 100,000 gallons per day (GPD). Treatment may go through primary, secondary, and advanced levels. A typical primary treatment plant consists of preliminary treatment facilities and primary sedimentation. Preliminary treatment may include screening, pulverizing, grit removal, and flow measurement. Primary sedimentation allows relatively large solid materials to settle while floatable scum is removed at the surface. Normally, chlorination is used to destroy many disease-causing organisms.

Secondary treatment consists of biological treatment using activated sludge, trickling filters, or rotating biological contactors. In an activated sludge system, microorganisms are used to stabilize the organic materials in the wastewater. Treated wastewater from a secondary treatment facility is nearly colorless and odorless. This is the minimum acceptable level of treatment in Florida.

Advanced wastewater treatment provides for removal of nutrients and greater removal of suspended solids and organic materials. A land application system, such as spray irrigation, is one example of advanced wastewater treatment. In such a system, wastewater from a secondary treatment system is applied to cropland. Where groundwater conditions permit it, a spray irrigation system can result in zero discharge of treated wastewaters to surface waters.

Agricultural activities can cause aquifer and surface water contamination through excessive or inappropriate application of chemicals, improper disposal of chemical containers, or poor management of animal wastes. Nitrates used in fertilizer can be a serious threat to ground water. Nitrates are soluble, do not interact with the soil, and can consequently follow ground water movements. Similarly, some chemicals in pesticides are only moderately adsorbed by soil particles and do not degrade rapidly after spraying. These chemicals may build up in the soil and eventually reach the ground water. In addition, animal feedlots and unlined waste lagoons can also directly pollute ground and surface waters.

Lakes

Alachua County

Orange Lake
Santa Fe Lake
Little Santa Fe Lake
Bivans Arm
Newnans Lake
Lake Lochloosa

Columbia County

Watertown Lake

Dixie County

Governor Hill Lake

Madison County

Lake Francis

Union County

Lake Butler

Agencies: U.S. Environmental Protection Agency, Florida Department of Environmental Regulation, Department of Agriculture and Consumer Services, Department of Natural Resources, Department of Health and Rehabilitative Services, Department of Transportation, Game and Freshwater Fish Commission, Suwannee River Water Management District, St. Johns River Water Management District, North Central Florida Regional Planning Council, local governments.

8.2. Regional Issue/Cluster Title #38: Protection of Water Resources

Background Analysis: Although the groundwater resources of the region are of high quality, they are very susceptible to contamination. In surficial aquifers, pollutants move directly from the land surface into the groundwater. Pollutants can enter the Floridan aquifer through the interchange of waters between surficial and secondary aquifers with the Floridan. In addition, contaminants can reach the Floridan directly from surfacewater runoff which enters sinks with direct access to the Floridan, directly from the land surface where the Floridan is at or near the surface, and in high percolation recharge areas to contaminate potable water supplies.

Little is known about where and at what rate plumes of pollution move through the complex system of groundwater aquifers. However, an alarming number of incidents of localized groundwater contamination have been documented around the state in recent years. Pollutants have originated from a variety of sources such as known and unknown hazardous waste dump sites, leaking underground storage tanks, and landfills. Incidents related to nonpoint pollution sources such as pesticide treatment and

livestock management on agricultural lands and urban stormwater runoff also have been identified. Cleanup of aquifer contamination incidents is extremely difficult, if not impossible, and is very costly.

In addition to threats from contamination, groundwater resources face threats from depletion caused by rapid development and over pumping. Although water table levels in north central Florida have not generally experienced significant drops, groundwater levels have fallen drastically in many areas of the state. A reduction in water table levels can have significant impacts on surfacewater systems such as lakes and wetlands, causing these areas to dry up and lose much of their ecological value. Urbanization also reduces local aquifer recharge as a result of paving of land surfaces and the construction of curbs and storm sewers. Where runoff from urban areas is diverted to recharge areas, groundwater contamination is a concern that must be addressed.

The region contains a rich assortment of surface waters comprised of rivers and streams, lakes, springs, cypress ponds, swamps and estuaries. The headwaters of several coastal basin rivers are located within the region. Other rivers which flow through the region, such as the Suwannee, Alapaha, and Withlacoochee, have headwaters located in the State of Georgia. In general, the quality of surfacewaters is good.

The Suwannee River is the second largest river Florida and is one of the most important water resources in the region. The river is 280 miles in length, of which 235 miles are in Florida. From its headwaters in the Okefenokee Swamp in southern Georgia, the river flows south across the Northern Highlands and into the Gulf Coastal Lowlands, eventually draining 9,980 square miles before discharging an average of 7,100 million gallons per day (mgd) into the Suwannee River estuary and the Gulf of Mexico. The Suwannee River estuary is a complex system of diverse natural communities and is a major nursery for commercial fish and shellfish.

The primary tributaries of the Suwannee River are the Alapaha, Withlacoochee, and Santa Fe rivers. The Alapaha and Withlacoochee have most of their drainage area in Georgia. The Santa Fe River has its headwaters in the Santa Fe Lakes and Lake Alto watersheds located in the easternmost portion of the region. Its two important tributaries, New River and Olustee Creek, have their headwaters in southern Baker County. A third tributary, the Ichetucknee River, is a clear, spring-fed stream and a very popular recreation site.

Lying to the south and east of the lower Suwannee River valley is the Wacassassa River basin. The Wacassassa River and its small tributary system form the major drainage system in an area of approximately 924 square miles. The Wacassassa is a languid stream that begins as a poorly defined watercourse connecting swamps and ponds in Gilchrist County.

The Aucilla is the westernmost river system in the region. Its headwaters are in southern Georgia and it drains approximately 880 square miles. The spring-fed Wacissa River, its primary tributary, joins the Aucilla in the lower coastal plain. Southeast of the Aucilla basin is

the coastal rivers basin, a generally poorly drained area in Taylor, Dixie and Lafayette counties with numerous lakes, ponds, swamps, and creeks. Principal drainage to the Gulf of Mexico is provided by the Econfinia, Fenholloway, and Steinhatchee rivers.

There are over 100 known springs in the region, most of which are found in the Suwannee and Santa Fe river basins. Of the 27 first magnitude springs (average flow, 64.6 mgd or more) in Florida, 10 are located in the region. The majority of the springs issue under artesian pressure from the Floridan aquifer with an average water temperature of 70 degrees Fahrenheit.

The types of lakes in the region include landlocked, or perched, as well as those with streams running both in and out of them. The vast majority of the lakes are shallow and small in surface area although there are a few large lakes such as Hixtown Swamp (9,776 acres), the Santa Fe system (5,856 acres), Lake Sampson (2,042 acres), and Ocean Pond (1,774 acres).

All waters of the Suwannee River Water Management District (SRWMD) are designated as Class III waters except: (1) the Fenholloway River in Taylor County, which is designated Class V; (2) Jumping Gully Creek, an unclassified creek in Hamilton County; and (3) most tidal creeks and coastal waters, which are designated Class II. Class III provides for recreation and propagation and management of fish and wildlife, Class V for navigation, utility, and industrial use, Class II for shellfish propagation or harvesting, and Class I, for public water supply. In addition, the State has designated the Suwannee, the Santa Fe, and the Aucilla rivers as Outstanding Florida Waters, a designation that affords them the highest protection possible under state water quality rules by prohibiting the degradation of water quality.

Water quality in the Suwannee River basin amply illustrates the generally high quality of surface water conditions in the region. Surface water in the uppermost portion of the basin is primarily derived from runoff. Water quality at stations near the headwaters reflects the influence of a poorly drained, heavily vegetated sedimentary environment. Characteristically, the water is acidic, low in dissolved organic constituents, high in concentrations of organic material, and highly colored. Further downstream in the vicinity of White Springs, the Floridan aquifer outcrops in the river corridor and surface water becomes a mixture of runoff and groundwater discharge from springs and seeps. A trend of increasing pH and specific conductivity, and decreasing, total organic carbon (TOC) begins in this stretch of the river as a result of discharge from the aquifers to the Suwannee River. Along the entire river, water quality at times of high flow tends to approach the character of high organic surface water of the headwater areas. Downstream from White Springs, low or base flow takes on groundwater characteristics.

Increases in the mean concentrations of some inorganic chemical constituents and nutrients such as phosphorus, total nitrogen, and nitrate in the Suwannee River below White Springs are the result of inflow of tributaries receiving discharges from the phosphate mining

operation in Hamilton County. Similar increases in nitrate concentrations below Ellaville strongly suggest that recharge and runoff from agricultural areas where fertilizers are used are affecting river water quality. From Wilcox downstream water quality shows little variation because the effects of any local activities are diluted by discharges from other parts of the basin.

The ambient water quality of the river and the effects that pollution might have on the estuary are being addressed in a joint, ongoing, Department of Environmental Regulation and Suwannee River Water Management District study. The study will improve the Department's and the District's regulation of the Suwannee River by defining the ambient water quality of the river, determining the causes and extent of certain water quality problems, and establishing a baseline for water pollutant discharge regulation.

The most serious water quality problem in the Region is the Fenholloway River, the only water body in Florida classified "industrial", the State's lowest water quality ranking. Located in Taylor County near the City of Perry, the Fenholloway receives discharges from a cellulose mill and has poor water quality as indicated by low biological diversity, low dissolved oxygen, high nutrients, and high color, despite some industry improvements over the last few years. Other problem water bodies are Hogtown Creek, which is contaminated with phenols and pine tar residues. The creek drains much of Gainesville and empties into Haile Sink. Blues Creek within the City of Alachua, which flows into the San Felasco Hammock State Preserve, is coming under increasing pressure from adjacent development. Another water body of potential concern is Spring Creek, which flows through the City of Perry. Each of these streams have the potential of adversely affecting the Floridan aquifer or a natural area of regional significance.

The Florida Department of Environmental Regulation conducted a ranking of named lakes in the state to determine those lakes in need of protection or restoration. This classification is based on water quality, presence of aquatic weeds, recreation, public interest, impaired use, and nutrient loading. Identified lakes in need of protection are Orange and Santa Fe (Alachua County), Watertown (Columbia County), Governor Hill (Dixie County), and Butler (Union County). Identified lakes in need of restoration are Bivans Arm and Newnans (Alachua County) and Francis (Madison County).⁶ Surprisingly, Alligator Lake, located in Lake City, was omitted from the list. Alligator Lake receives treated sewage effluent and urban runoff and is highly eutrophic.

The quality of surface waters such as rivers, lakes, streams, and estuaries in other areas of the state has also been adversely threatened by activities accompanying intense agricultural development and urbanization. Domestic wastewater effluent from sewage treatment facilities and septic tanks introduces nutrients and biological or viral contamination. Stormwater and agricultural runoff carry sediment, heavy metals, pesticides, and other pollutants to these waters. The loss of the natural filtering processes that accompanies the destruction of

wetlands and vegetation fringing surfacewater bodies also exacerbates the deterioration of surfacewater quality.

While the statutory responsibility for the regulation of water quality and water quantity has been given primarily to the state Department of Environmental Regulation and the water management districts, the relationship of land development practices to water resource issues is crucial and direct. Since local governments are the primary regulators of land use, the authority and programs of state and regional water resource agencies must be integrated with local land use decisions. This problem has been recognized in almost every analysis of Florida's environmental legislation including such blue ribbon committees as the Resource Planning and Management Task Force (January 1980) and the Environmental Land Management Study Committee II (February 1984).

Integrating the authority, operating policies, and technical expertise of state and regional agencies which regulate water resources with the direct responsibility of local governments to regulate and control land use practices in their jurisdictions is one of the most crucial objectives of the statewide planning framework.

Regional Water Resources:

Drainage Basins

Aucilla River Basin
St. Marks River Basin
Ochlocknee River Basin
Suwannee River Basin
St. John's River Basin
Coastal Drainage Basin

Withlacoochee River
Alapaha River
Ichetucknee River
Aucilla River
Steinhatchee River
Econfina River
Fenholloway River
Spring Warrior Creek

Aquifers

Floridan aquifer
secondary artesian aquifers
water table aquifers

Springs

Alachua County
Hornsby Spring
Poe Springs

Freshwater Wetlands

California Swamp
Spring Warrior Swamp
Bee Haven Bay
Gum Root Swamp
Wacassassa Flats
Hixtown Swamp
Santa Fe Swamp
Pinhook Swamp/Sandlin Bay
Tide Swamp
Mallory Swamp
San Pedro Bay

Columbia County
Ichetucknee Springs
Bell Springs

Dixie County
Copper Springs

Gilchrist County
Blue Springs
Ginnie Springs
Hart Springs
Rock Bluff Springs
Sun Springs

Rivers

Suwannee River
Santa Fe River

Hamilton County
Morgan's Spring
White Springs
Alapaha Rise
Holton Spring

Lafayette County
Allen Mill Pond Spring
Blue Spring
Fletcher Spring
Mearson Spring
Owens Spring
Ruth Spring
Troy Spring
Turtle Spring

Madison County
Blue Spring
Suwanacoochee Spring

Suwannee County
Branford Spring
Charles Spring
Ellaville Spring
Falmouth Spring
Little River Springs
Peacock Springs
Running Springs
Suwannee Springs
Telford Springs

Sinks

Alachua County
Devil's Millhopper
Haile Quarry
Alachua Sink
Sinkholes and Quarries in
Newberry Area
Alachua Sink
Kanapaha Sink
Robinson Sink

Bradford County
Brooks Sink

Columbia County
Alligator Lake

Dixie County
Lime Sink

Hamilton County
Alapaha Rise

Madison County
Blue Sink
Campbell Sink
Johnson Sink
Patterson Sink
Rogers Sink

Suwannee County
Sailor Hole
Challenge Sink
Cisteen Sink
Olson Sink
Orange Grove Sink
Terrapin Sink

Taylor County
Adams Sink
Aucilla River Sinks
California Sink
Page Sink

Stream-to-Sink Watersheds

Alachua County Recharge Area
Columbia County Southern Recharge
Area
Columbia County Western Recharge
Area
Hamilton County Recharge Area
Madison County Recharge Area
Suwannee County Recharge Area

High Percolation Rate Recharge
Areas
Yet To Be Defined

Lakes

Alachua County
Orange Lake
Santa Fe Lake
Little Santa Fe Lake
Bivans Arm
Newnans Lake
Lake Lochloosa

Bradford County
Lake Sampson

Columbia County
Watertown Lake

Dixie County
Governor Hill Lake

Madison County
Lake Francis

Union County
Lake Butler

Coastal Area
Big Bend Seagrass Beds Aquatic
Preserve
Coastal marsh, Estuaries, and
Coastal Freshwater Wetlands

Agencies: U.S. Environmental Protection Agency, Florida Department of Environmental Regulation, Department of Environmental Resources, Department of Agriculture and Consumer Services, Department of Natural Resources, Department of Health and Rehabilitative Services, Department of Transportation, Game and Freshwater Fish Commission, Suwannee River Water Management District, St. Johns River Water Management District, North Central Florida Regional Planning Council, local governments.

8.3. Regional Issue/Cluster Title #39: Protection of Natural Systems

Background Analysis: In addition to the river systems, the region contains four water habitats whose existence and health are dependent upon the quality, quantity, and hydroperiod of their waters. These are swamp forests, wet prairies, salt marshes, and submerged lands. In addition to these water-dependent habitats, the impact of floods must be considered when discussing water-related natural systems. The water habitats of the region provide important functions which are of benefit to flood control, to economic activities, and to the health of the region's ecosystem, including the temporary storage of overflow and surface runoff which moderates the impacts of floods; water quality improvements resulting from the settlement of sediments and removal of pollutants by biological processes; the preservation of native plant and animal species which require water-related habitats for their sustenance and survival; and basic biological productivity within the system and in the complex chains of related estuarine systems through detritus and nutrient transport.

Swamp forests, or deciduous hardwood swamps, are found bordering rivers and basins where the forest floor is saturated or submerged during a portion of each year. Other terms for this community are floodplain forest, hydric hammock and river swamp. Such communities are characterized by hardwoods such as black gum, water tupelo, red maple, sweetgum, water oak, and water hickory. Other typical trees include the

bald cypress and cabbage palm. Within the North Central Florida Region, swamp forests are typically encountered along the floodplains of the Suwannee, Steinhatchee, Santa Fe and Econfinia Rivers.

Animals inhabiting these areas include species such as the bobcat, deer, turkey, grey squirrel, otter, pileated woodpecker, wood duck, as well as numerous other birds, turtles, and snakes. In general, the productivity of both plant and animal systems in swamp forests is very high because of the diverse habitat, the availability of nutrients, and the periodic flooding and drying essential to the maintenance of this system.

Wet prairies and freshwater marshes cover a very limited area in North Central Florida. They are defined by any grass-sedge-rush community occurring in an area where the soil is saturated or covered with water two or more months of the year. Payne's Prairie in Alachua County is the most notable example of this type of community in the region, but occurrences are also noted in western Madison County and northern Columbia County. Prairie communities are very productive in wildlife. Numerous wading birds, water fowl, frogs, and other amphibians inhabit such areas. Many rare and/or endangered species rely upon this habitat, including the wood stork, sandhill crane, and Florida round-tailed muskrat.

Salt marshes are plant communities that have developed in inter-tidal zones along low energy coasts. Tidal marshes extend along the full length of the coasts of Dixie and Taylor counties. The salt marsh appears to average between one-half and one mile in width but penetrates several miles inland in some places, most notably at Shired Island and Horseshoe Cove where the Suwannee River and California Swamp waters enter the Gulf.

For a given plant species or community to survive in the region's coastal environment, only a few inches of vertical elevation may determine suitability for growth. Vegetation in marsh areas include salt marsh grass, which forms an almost pure stand in an outer band of the salt marsh where it is exposed to the deepest and longest inundation by salt water during high tide. The black rush is commonly found on slightly higher ground. Black rush generally covers the greatest area of any salt marsh. With a height up to six or seven feet, its density slows the penetration of tidal water into the marsh. The height of the Black Rush drops inland as that system merges with a third ecological zone. The salt flats and the subsequent barrens area consisting of bare ground is flooded only by exceptionally high storm tides for brief periods of time. In such areas only lower plants, such as blue-green algae, are abundant. The species existing in any one area are usually dependent upon the degree of inundation by tides as well as the salinity of the water.

Nutrients from the land and sea combine in the salt marsh to produce more protein than some of the most intensively managed farms. Recent studies indicate that as much as 80.0 percent of the nutrients found within the region's salt marsh originates from upland sources.⁷ In addition to the region's rivers which empty to the Gulf, nutrients are supplied to the Gulf from land areas with direct sheet-flow connection to the salt marsh.

Salt marshes harbor large numbers of invertebrates which are fed upon by many of the higher animals of the marsh and estuary, and consequently are of particular importance to Florida. Many commercial fish such as the spotted sea trout, mullet, redfish and others spend much of their lives in the productive wetland areas afforded by marshes. In addition, crabs, oysters, some species of clams, several species of shrimp and other gulf marine life depend on the salt marsh for food, protection, and breeding. The destruction of salt marshes could therefore have significant economic consequences which demand their preservation. Other animal species which abound in the salt marsh ecosystem include numerous species of birds, such as rails, egrets, gulls, turns, and seaside sparrows. In addition, the endangered bald eagle breeds in several areas of salt marsh habitat in Taylor County. Characteristic animals also include diamond-back terrapin, salt marsh snake, mink otter and raccoon. In addition, the coastal marshes provide a measure of storm surge protection for inland areas and serve as a natural tertiary waste treatment facility because of the nutrient intake afforded by the abundant vegetative growth.

Submerged lands and their communities are those salt water ecosystems which merge with the coastal marshes at their landward limits and extend westward into the Gulf of Mexico a distance between two to six miles off-shore (about the six-foot contour). Generally, the salt water systems along the northwestern Gulf coast consist of numerous flowering plants that grow completely submerged in undiluted sea water. Although there are about 35 species of seagrasses in the world's oceans, only five have been recognized on the continental shelf of the eastern Gulf of Mexico.

Thalassia testudinum, or turtlegrass, is the most abundant species in this portion of the Gulf. Three other species, including manatee grass and shoal grass, make up about 90.0 percent of the total seagrass biomass. Seagrass beds supply food to grazing animals, provide nutrients to the water, add oxygen (during daylight hours) and stabilize bottom sediments. Seagrass beds form an important habitat for many small crustacean, shellfish, and other invertebrates as well as fish including those of economic value. They are nursery areas for young fishes and crustaceans and are often the source for a substantial amount of the primary productivity of estuaries. Many species, including oysters, crab, sea trout, and pompano spend much of their lives in such areas. In addition, a variety of reptiles, water fowl, wading birds and aquatic mammals such as the otter and manatee utilize this habitat. Sea turtles and manatees feed on seagrasses as well as do some sea urchins, conch, parrot fish, sturgeon, trigger fish, and many others.

In the past, the structural approach to water management predominated Florida. Many of the state's natural riverine systems have been diverted, channelized, or dammed for the purpose of flood control, water supply, increased land use, or navigation. However, north central Florida contains virtually no water control devices such as dams, levees, or other man-made flood control structures. Thus the region is heavily-dependent upon natural systems to perform flood control functions. Flooding in the region can be categorized into two types of

storm events, those induced by hurricanes and those induced by frontal-type storms.

Major differences between the effects of hurricane storms on the coastal and upland river systems have to do with intensity of wind and water action. Except for that part of the region's rivers located within the hurricane surge zone, rivers are not subject to hurricane surge or wave action. In addition, flooding of riverine systems occur within a defined floodway. The concern with riverine flooding is not so much the damage which hurricanes can inflict but rather keeping the floodway clear of obstacles which may block the water's flow. However, it should be pointed out that hurricanes are capable of extensive damage anywhere within the region. Inland winds generated by hurricanes reach speeds of 70 to 90 miles per hour while coastal hurricane winds can reach gusts of up to 140 miles per hour.

Storm-water runoff from uplands in the coastal drainage basin may discharge so rapidly that it adds to the water level already forced up by a sea storm or hurricane. Uplands runoff can thereby cause increased flooding along the shores of a confined coastal embayment. In the case of North Central Florida, this is especially important for coastal communities located at the mouths of rivers, i.e., the towns of Suwannee and Steinhatchee. The magnitude of storm necessary to cause inundation of these areas is to some extent dependent upon water management practices of in the upland areas of the coastal drainage basin.

Furthermore, hurricanes are often preceded by many hours of heavy rains which saturate the soil, cause advance runoff, and raise the water level in rivers and bays before the surge hits. Pre-hurricane rainfalls of five inches or more are common, and far greater rainfalls have been recorded. Both upland and costal wetlands help to reduce the impact of this water through their normal function of retaining and gradually releasing stormwater runoff. When wetlands areas within the coastal drainage basin are filled and drained, a significant increase may cause increased surfacewater runoff within the coastal basin and increase the likelihood of coastal flooding.

A combination of strong winds and rapidly moving water can dislodge roofs and poorly fastened structural members and send them hurtling through the air like missiles or float them downstream. It is entirely possible for unsecured air-tight structures, such as mobile homes, to be washed off their foundation and swept downstream, breaking up and littering the streambanks or crashing into nearby buildings. Other concerns include the pollution of riverine floodwaters and underground aquifers from stores of hazardous chemicals, pesticides, fertilizers, and petroleum products washed away by floodwaters.

Most of the region has permeable soil and sparse distribution of tributary streams. Normal runoff to the primary watercourse is accomplished largely by way of sinks, seepage, and underground channels. During periods of sustained rainfall, groundwater levels are high, sinks and depressions overflow, and flood runoff reaches the main river system

mostly by sheet flow over the saturated soils. There are no large reservoirs, diversions, or stream regulating structures in the basin. The limited storage provided by numerous small lakes and ponds has little effect on the 100-year flood elevations.

The average bottom slope of the Suwannee River is less than those of the tributaries. Flooding in the lower reaches of the tributaries to the Suwannee River is accentuated by channel control and backwater effect from the main river. Also, several highway and railroad bridge structures intrude into the floodplain and aggravate flood conditions. Combinations of the above factors cause frequent and prolonged flooding in the basin after severe storms and extended rainfall periods. For storms causing major flooding, it is not uncommon for floodwaters to remain for 30 days over the lowlands and for longer periods in depressions that drain by percolation and seepage.

Although the Suwannee-Santa Fe river system and coastal rivers have not been modified for flood or erosion control purposes, several short, narrow, and shallow navigation channels have been dredged at the mouth of the Suwannee and Steinhatchee rivers as well as at Horseshoe Beach. Most of the original channel dredging occurred many years ago prior to an environmental awareness of the damage caused by destroying seagrass and oyster beds. In addition, a lack of understanding of natural processes resulted in the creation of channels which did not follow natural current flows. These channels can fill with silt so quickly that some need to be dredged every two to three years.

Historically, land development in Florida was commenced by engineering elaborate systems of channels, dams, levees, and other structures to drain land and hold back flood waters. As a result of these efforts to "reclaim" dry land for agriculture and urban purposes, Florida's 20 million acres of wetlands have been reduced to fewer than 8 million acres since 1850. More than half of that loss has occurred in the last 25 years.⁸ Yet after the expenditure of billions of dollars, the land development made possible by drainage of wetlands, structural alterations in floodplains, and diking of floodprone areas has not been effectively protected from flood damage.

Recent state policy has encouraged a nonstructural approach to flood control that seeks to avoid flood damages and losses and to prevent the degradation of the natural values of river systems. The Suwannee River Water Management District has adopted a policy of nonstructural floodplain management. The only water control structure on the Suwannee River is an earthen sill nearly six miles long with two spillways. This structure, located in Georgia, was the result of an Act of Congress, which called for the sill to provide for the protection of the Okefenokee National Wildlife Refuge against damage from fire and drought.

The nonstructural floodplain management approach includes research, public education, land acquisition, and local regulation as a means to protect water resources and lives in floodprone areas. Major areas of concern are the floodplains of the Suwannee River and its tributaries.

These areas have come under increasing development pressure, threatening the region's greatest natural asset.

The Suwannee River Resource Planning and Management Committee was established in 1980 to devise a management plan for the Suwannee-Santa Fe river system. The Committee, composed of representatives from government, private industry, and the public, had as its principal objective the creation of a management plan for the river system. From this Committee, a subcommittee was established to develop recommendations for floodplain management. The subcommittee quickly identified the need for floodplain management standards that would protect the floodplain and reduce future flooding problems.

As a result of the Committee's efforts, a model floodplain ordinance was adopted in the fall of 1982 by each county bordering the rivers in the Suwannee River basin. These ordinances govern all development within the 100-year floodplains of the rivers.

The floodplain ordinance contains five major elements: (1) a building setback line of 75 feet from the commonly recognized river bank is required in which only limited land clearing is allowed; (2) all habitable structures, including mobile homes, will be elevated to one foot above the level of the 100-year flood without the use of fill; (3) an elevation survey must be made from the nearest benchmark to a point on the ground at each homesite. This is used to determine the height above ground at which a habitable structure must be built in order to be above the 100-year flood; (4) if the county health department determines that a mounded septic system is necessary for proper sanitary functioning, the mound cannot exceed 4 feet in height or contain more than 160 cubic yards of fill; and (5) roads must be constructed at natural grades without the use of fill.

The Suwannee River Water Management District, working with the United States Army Corps of Engineers, has prepared more accurate floodplain information. Work products included surveying, aerial photography, contour mapping, flood elevation data, and a detailed hydrologic and hydraulic computer model of the Suwannee River.

Wetland acreage loss within north central Florida has been considerable. Almost all of the region's commercial forest lands have been drained. In addition, substantial portion of the region's cropland and pastureland has been drained as well. However, despite this activity, the region has not experienced the degree of surface alteration which other parts of the state has experienced. The coastal marsh is still very productive. The quality of both surface and groundwaters is high. Substantial populations of native plant and animal species still exist within the region. A large amount of wetland habitat still exists. The challenge for the region is to maintain the existing natural systems and their beneficial water-related functions while accommodating the projected population increases.

Regional Water Resources:

Drainage Basins

Aucilla River Basin
St. Marks River Basin
Ochlocknee River Basin
Suwannee River Basin
St. John's River Basin
Coastal Drainage Basin

Freshwater Wetlands

California Swamp
Spring Warrior Swamp
Bee Haven Bay
Gum Root Swamp
Wacassassa Flats
Hixtown Swamp
Santa Fe Swamp

Pinhook Swamp/Sandlin Bay
Tide Swamp
Mallory Swamp
San Pedro Bay

Rivers

Suwannee River
Santa Fe River
Withlacoochee River
Alapaha River
Ichetucknee River
Aucilla River
Steinhatchee River
Econfina River
Fenholloway River
Spring Warrior Creek

Springs

Alachua County
Hornsby Spring
Poe Springs

Columbia County
Ichetucknee Springs
Bell Springs

Dixie County
Copper Springs

Gilchrist County
Blue Springs
Ginnie Springs
Hart Springs

Rock Bluff Springs
Sun Springs

Hamilton County
Morgan's Spring
White Springs
Alapaha Rise
Holton Spring

Lafayette County
Allen Mill Pond Spring
Blue Spring
Fletcher Spring
Mearson Spring
Owens Spring
Ruth Spring
Troy Spring
Turtle Spring

Madison County
Blue Spring
Suwanacoochee Spring

Suwannee County
Branford Spring
Charles Spring
Ellaville Spring
Falmouth Spring
Little River Springs
Peacock Springs
Running Springs
Suwannee Springs
Telford Springs

Sinks

Alachua County
Devil's Millhopper
Haile Quarry
Alachua Sink
Sinkholes and Quarries in
Newberry Area
Alachua Sink

Kanapaha Sink
Robinson Sink

Bradford County
Brooks Sink

Columbia County
Alligator Lake

Dixie County
Lime Sink

Hamilton County
Alapaha Rise

Madison County
Blue Sink
Campbell Sink
Johnson Sink
Patterson Sink
Rogers Sink

Suwannee County
Sailor Hole
Challenge Sink
Cisteen Sink
Olson Sink
Orange Grove Sink
Terrapin Sink

Taylor County
Adams Sink
Aucilla River Sinks
California Sink
Page Sink

Stream-to-Sink Watersheds

Alachua County Recharge Area
Columbia County Southern Recharge
Area
Columbia County Western Recharge
Area
Hamilton County Recharge Area
Madison County Recharge Area
Suwannee County Recharge Area

High Percolation Rate Recharge
Areas
Yet To Be Defined

Lakes

Alachua County
Orange Lake
Santa Fe Lake
Little Santa Fe Lake
Bivans Arm
Newnans Lake
Lake Lochloosa

Bradford County
Lake Sampson

Columbia County
Watertown Lake

Dixie County
Governor Hill Lake

Madison County
Lake Francis

Union County
Lake Butler

Coastal Area
Big Bend Seagrass Beds Aquatic
Preserve
Coastal Marsh, Estuaries, and
Coastal Freshwater Wetlands

Agencies: U.S. Environmental Protection Agency, Florida Department of Environmental Regulation, Department of Environmental Resources, Department of Agriculture and Consumer Services, Department of Natural Resources, Department of Health and Rehabilitative Services, Department of Transportation, Game and Freshwater Fish Commission, Suwannee River Water Management District, St. Johns River Water Management District, North Central Florida Regional Planning Council, local governments.

Endnotes:

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2. Ibid., p. 284.
3. David W. Fisk, Distribution of Recharge to and Discharge From the Floridan Aquifer in the Suwannee River Water Management District, (Suwannee River Water Management District: Live Oak, FL.: 1984), map.
4. Limnology of the Suwannee River, Florida, (Department of Environmental Regulation: Tallahassee, FL.: 1985), p. iv.
5. Edward A. Fernald and Donald J. Patton, Water Resources Atlas of Florida, (Florida State University: Tallahassee, FL.: 1985), p. 76.
6. Fernald and Patton, p. 80.
7. Judy. P. Stoudt, The Ecology of Irregularly Flooded Salt Marshes of the Northeastern Gulf of Mexico: A Community Profile, (Marine Environmental Sciences Consortium: Dauphin Island, AL.: December, 1984), p. 6.
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STATE GOAL 9: COASTAL AND MARINE RESOURCES

Florida shall ensure that development and marine resource use and beach access improvements in coastal areas do not endanger public safety or important natural resources. Florida shall, through acquisition and access improvements, make available to the states' population additional beaches and marine environment, consistent with sound environmental planning.

Background Analysis: The region's coastline bordering the Gulf of Mexico extends approximately 80 linear miles from the Aucilla River, separating Taylor and Jefferson Counties, south to the Suwannee River which also serves as a county boundary line between for Dixie and Levy Counties. The coastline is characterized by rock outcroppings, oyster reefs and island clusters. Salt marshes extend nearly the whole length of Dixie and Taylor Counties penetrating several miles inland in some places, broken only by streams and a very few areas of beach. Beaches and semi-enclosed bays are rare due to a zero-energy shoreline which, in general, does not enhance beach development.¹ At this time, the environmental quality of the Gulf coast in Dixie and Taylor Counties is generally excellent with few problems of regional significance.

The entire coastal wetland ecosystem including salt marshes, estuaries, tidal flats, freshwater marshes, as well as the Gulf itself, all interact to provide fish and wildlife species with the elements required for their propagation, growth and survival. The salt marshes combine nutrients from the land and sea to produce more protein than some of the most intensively managed farms. They are nursery areas for young fishes and crustaceans and are often a source for a substantial amount of the primary productivity in estuaries. In addition, the estuary at the mouth of the Suwannee provides a very important summer feeding and resting habitat for the endangered West Indian manatee. The estuary is reported to be a manatee calving area as well. The Crystal River-Suwannee River manatee colony has special significance as the only West Indian manatee colony in the United States whose population is expanding.

The Big Bend Seagrass Beds extend approximately 25 miles westward from the coastal marsh into the Gulf of Mexico to depths of 33 feet.² The seagrasses are comprised predominantly of *Thalassia testudinum*, *Halodule wrightii*, *Syringodium filiforme*, and *Halophilla*. The seagrass beds are important to the overall ecology of the eastern Gulf of Mexico and support numerous commercially and recreationally important fish and wildlife species.³ The Big Bend Seagrass Beds have received designation as both a State Aquatic Preserve and an Outstanding Florida Water.

The Florida Middle Ground live bottom area is located in water depths up to 125 feet and lies in an area between 47 and 66 miles southeast of the mouth of the Steinhatchee River. It consists of approximately 132,000 acres of coral reefs similar to those found in the Caribbean and represents the northernmost extent of coral reefs in the eastern Gulf.

Live bottom areas such as the Florida Middle Ground are of concern because of their biological productivity as well as their use as fish habitats.⁴ The Florida Middle Ground is probably the best known and most biologically developed of the live bottom areas of the Gulf and has been designated as a Habitat Area of Particular Concern (HAPC) by the Gulf of Mexico Fishery Management Council.

Its considerable distance from shore and moderating currents allow occupation of the Middle Ground by numerous fishes normally found in the Caribbean-west Indies region. Transparent waters, shallow reef crests, irregular bottom topography, well-defined currents, and carbonate sediments attract many reef fishes which are either rare or absent at other West Florida Shelf reefs. The dominant stony corals of the Middle Ground include *Madracis decactis*, *Porites divaricata*, *Dichochocoencia stellaris*, and *Dichochcenia stokesii*. Octocorals, a relatively minor component of other Gulf reefs, are prominent on the Middle Ground. Dominant forms include *Muricea elongata* (orange *Muricea*), *Muricea laxa* (deukate *Muricea*), *Eunicea calyculata* (warty *Eunicea*), and *Plexaura flexuosa* (sea rod).

Despite the distance from the coast to the Florida Middle Ground, sport fishermen and recreational divers frequent the area. The Middle Ground is also frequented by commercial fishing boats since the primary fish species found in the area include the red snapper and grouper.

Species in sport and commercial fisheries of the eastern Gulf are dependent on nursery grounds such as the Big Bend Seagrass Beds and the coastal marsh of Dixie and Taylor Counties. In general, the most abundant marine fauna dependent upon the coastal marsh and seagrass beds include the eastern blue oyster, blue crab, stone crab, bay scallop, pink shrimp, white shrimp, rock shrimp, spotted sea trout, red drum, mullet, sheepshead, Atlantic sturgeon, Spanish mackerel, bluefish, spotfish, and pompano.

The shrimp fishery of the Gulf of Mexico is the most valuable commercial fishery in the United States. Over 80.0 percent of the nation's total shrimp catch came from Gulf waters.⁵ The volume and value of shrimp harvested in the eastern Gulf represents between one quarter and one fifth of the entire Gulf shrimp fishery. The Florida shrimp fishery off of Dixie and Taylor Counties is generally limited to locally based fishermen. Special emphasis is on bait shrimp for use by the commercial and sport fishing industries.

9.1. Regional Issue/Cluster Title #40: Protection of Coastal Resources

Background Analysis: The destruction of the marshes could have significant economic consequences which may, if for no other reason, demand the preservation of the coastal marsh system. In an effort to preserve the region's coastal resources, the state is in the process of purchasing approximately 52,500 acres (48 miles of the region's 80 mile coastline) through the Save Our Coast program. The lands acquisition program will go a long way to preserving the region's coastal resources

for future generations and preventing "wall-to-wall" development of the coastline.

Nevertheless, there are several small but growing coastal communities within the region where development could, if not properly managed, adversely impact coastal resources. These include the town of Horseshoe Beach, Steinhatchee, Suwannee, as well as the area of Keaton Beach, Cedar Island, Dekle Beach, and Adams Beach. Population growth in coastal communities is likely to increase demand for access to coastal areas and resources. One form that this demand has taken is increased use of waterways by commercial fishermen and recreational boaters. This has led to various proposals for improving existing navigable channels, and creating new ones through dredging.

Seagrass beds and coastal marshes can be adversely affected by channel dredging and associated spoils. Spoil deposition as well as the dredging process itself can deposit bottom muds on oyster beds and seagrass beds thus causing their death through suffocation. Two areas of particular concern are the Keaton Beach-Cedar Island Channel near the mouth of Blue Creek and the Alligator Pass-Shark Channel at the mouth of the Suwannee River. The estuary at the mouth of the Suwannee provides a very important summer feeding and resting habitat for the endangered West Indian manatee. As a result, dredging activities have been confined to maintenance of existing channels only in West Pass.

In addition to channel dredging, population growth in coastal communities increases the potential for saltwater intrusion into coastal freshwater aquifers through overpumping of the groundwater resource for domestic and industrial consumption. Among the coastal communities, Horseshoe Beach, Steinhatchee, Keaton Beach, Dekle Beach, Cedar Island and Suwannee have community water supply systems.

As coastal communities grow, it becomes increasingly important to minimize the alteration of coastal basin freshwater wetlands as these areas help to minimize coastal flooding. In addition, growth within coastal communities must not significantly alter the coastal sediment deposition process. The viability of a productive coastal marsh system depends upon the ecological integrity of its surrounding estuarine and wetland systems. Freshwater wetlands occupy a large percentage of the coastal area in Dixie and Taylor Counties and often occur landward and adjacent to the coastal marsh. These wetlands serve to purify stormwater runoff before reaching the coastal marsh and also act as a reservoir. During the rainy season they help control excess water by their ability to retain large volumes of additional water. This water, in turn, slowly released over a period of time, helps maintain the flow of freshwater to the coastal marsh during dry periods. This vegetative growth is enhanced by a ready supply of water, provides abundant resources for wildlife and provides a constant supply of nutrients which are essential to coastal marsh ecology.

The Gulf of Mexico coastal marsh is, to some extent, dependent upon the unrestricted flow of sediments from its estuaries and sheet flow runoff for its existence. Although north central Florida has a zero energy

coastline, scouring action erodes the coastal marsh during hurricanes and smaller tropical storms. Sand is an important ingredient in wetland building because it provides a stable platform in shallow water areas for marsh plant communities to develop. Once the flow of sand to the marsh area is shut off, the forces of erosion and submergence take over.

Submergence, the lowering of the land relative to sea level, results from an absolute rise in the sea level and the subsidence of the land. The sea-level has risen an average of 1.2 millimeters per year over the past century.⁶ The current estimated rate of sea level rise for the Gulf coast is 1.8 mm/yr⁻¹.⁷ Subsidence is caused by compaction of the sediments and downwarping of the land. As a greater amount of marsh becomes open water, the remaining marsh is subject to increased erosion and intrusion by the invading seawater.

The greater threat to coastal land appears to be an absolute rise in the sea level. Recent studies have suggested that an increased amount of carbon dioxide in the atmosphere may be causing an overall warming of the earth's temperature. Global warming trends are of concern to Florida due to the resulting land loss from the melting or partial melting of the polar ice caps and absolute rise in the sea level. A one-foot rise in the sea level could produce a significant loss of coastal lands in the region. The potential for a one-foot rise in the absolute sea level over the next 50 years must be considered in the long-range planning and management of the coast.

The withdrawal of oil and gas from beneath a coastal marsh can also accelerate land submergence. The surface effects of withdrawing hydrocarbons and associated water depend on the nature of the surrounding formations, the method of extraction, and the depths at which production takes place. Subsidence directly attributable to oil and gas extraction in other parts of the Gulf has been normally associated with shallow fields (less than 2,000 feet deep) composed of unconsolidated sands.⁸

Man's major impacts on coastal wetlands have occurred as an indirect, rather than direct, result of human activities. For example, while canal surface area and associated spoil bank areas comprise only 10.0 percent of the coastal wetland area of Louisiana, their effect on marsh hydrology covers a much larger area.⁹ The indirect impacts of canal dredging include the impoundment of marsh areas preventing marsh drainage and sediment deposition.

Regional Coastal Resources:

Coastal Marsh

Estuaries

Coastal Freshwater Wetlands

Coastal Rivers

Suwannee River

Aucilla River

Big Bend Seagrass Beds

Marine fisheries and marine live bottom communities

Agencies: Florida Department of Community Affairs, Department of Environmental Regulation, Department of Transportation, Suwannee River Water Management District, North Central Florida Regional Planning Council, Gulf of Mexico Fishery Management Council, local governments.

9.2. Regional Issue/Cluster Title #41: Protection of Marine Resources

Background Analysis: Six nautical miles seaward of land's end lies the limits of the jurisdiction of the state. The area between the state's jurisdictional limit and the coastal marsh is comprised of oyster bars as well as a portion of the Big Bend Seagrass Beds. The seagrass beds throughout the coastal zone are reported to be the most important community of the inner continental shelf in terms of basic productivity. They provide an essential environment for many species of invertebrate and fishes including those of economic value. Submerged grass beds supply food to grazing animals, provide detrital nutrients to the water, add oxygen (during daylight hours) and stabilize sediments on the sea floor.

An environmental problem of regional significance may result from the expansion of available leasing areas for exploratory oil drilling off the coast of Dixie and Taylor Counties. Although at present there is a 30-mile wide federal buffer zone extending seaward from the coast in which oil drilling is prohibited, oil spills still represent a potentially serious threat to the health of the coastal marsh and Gulf fishery.

Oil drilling activities have the potential for very high impacts on the seagrass beds.¹⁰ Live bottoms, oyster beds, and seagrass beds may be at risk from drilling muds and cuttings discharge during drilling operations as well as to mechanical damage from construction activities. Muds and cuttings deposited on top of coral, oysters, and seagrass can deprive these species of oxygen, causing them to suffocate. In addition, the ecology of the coastal marsh may be severely disrupted by oil spills reaching such areas. A major spill could devastate large areas of shallow (less than 20 feet in depth) seagrass communities and coastal marshes, which could in turn severely damage fish populations important to both commercial and recreational fisheries.¹¹

These concerns are corroborated by a recent study of the sensitivity of Florida's coastal environment to spilled oil which ranks the region's coastline as among the most environmentally sensitive in the state.¹² Fish and benthic invertebrate species found along the north central Florida coast which are vulnerable to oil spills include the eastern blue oyster, blue crab, stone crab, bay scallop, pink shrimp, white shrimp, rock shrimp, spotted sea trout, red drum, mullet, sheepshead, Atlantic sturgeon, Spanish mackerel, bluefish, spotfish, and pompano.

Oil exploration in the Gulf has followed a natural progression from onshore sites in Texas and Louisiana, to nearby coastal bays and estuaries, to the continental shelf, and more recently, to the upper continental slope. In the future, new discoveries of oil and gas

probably will be made in smaller fields and at deeper water depths.¹³

The geology of the outer continental shelf suggests that oil is less likely to be found in the eastern Gulf. Geologic conditions have resulted in two dramatically different regions in the northern Gulf. The continental margin of the central and western region was subjected to rapid sedimentation from the Mississippi River, causing massive accumulation of sand, silt, and clay. These land-derived sediments were deposited in successively larger wedges of thick, offlapping strata as the basin subsided. The wedges were later deformed by the creation of salt and shale domes.¹⁴

More than 80.0 percent of all oil and gas fields in the Gulf coast are related to salt and shale domes or depositional conditions from salt and shale dome growth.¹⁵ Oil and gas formed in surrounding sediments migrate up to the salt plug and accumulate in the many traps associated within the structure. Salt and shale structures are almost exclusively found in the northern and southwestern Gulf and central deep basin. The eastern Gulf was not subject to the massive land-derived sedimentation that occurred to the west. Instead, the eastern continental shelf is dominated by the Florida Platform, an extensive system of carbonate banks that protrudes southeasterly from the continent and extends into the Atlantic Ocean.¹⁶

Despite the lack of geologic conditions normally associated with oil pools, oil lease sales and exploratory drilling have occurred in the eastern Gulf. There are expired leases on 15 blocks and active leases on nine blocks in the Florida Middle Ground. Sohio has gained permission to initiate an exploratory drilling project in this area. The company has started its first exploratory well on the site and has approval to drill up to three wells.¹⁷

Regional Marine Resources:

Big Bend Seagrass Beds

Atlantic sturgeon

Florida Middle Ground Live Bottom Area

Other Marine Live Bottom Communities

Fish, Crustaceans, and Benthic Invertebrate Species

pompano

spotted sea trout

red drum

mullet

sheepshead

bluefish

spotfish

eastern blue oyster

blue crab

stone crab

bay scallop

pink shrimp

white shrimp

rock shrimp

Agencies: Florida Department of Community Affairs, Department of Environmental Regulation, Department of Transportation, Suwannee River Water Management District, North Central Florida Regional Planning Council, Gulf of Mexico Fishery Management Council, local governments.

9.3. Regional Issue/Cluster Title #42: Public Safety and Access in Coastal Areas

Background Analysis: Both Dixie and Taylor Counties have small populations and neither have large urban centers on the coast. The coastline of both counties consists almost exclusively of coastal marsh. The only beach resources are two small man-made beaches. The region does not have a coastal highway. The existing coastal communities rely upon roads which connect to U.S. Highway 19, which is located approximately fifteen miles inland. The lack of beaches has apparently reduced the demand for coastal access.

Some areas along the coast are, however, beginning to experience some growth. Although a small community, the Town of Horseshoe Beach (Dixie County), the only incorporated town along the coast, more than doubled its population between 1970 and 1980 (145.2%). A number of other unincorporated coastal communities such as Suwannee, Steinhatchee, Keaton Beach, Dekle Beach, and others are also experiencing some development pressure.

In order to plan for the hurricane zone, an understanding is needed of hurricanes, how the elements of a hurricane affect land and structures, and how the topography and biologic communities have adjusted over time to coastal storms and hurricanes. Due consideration should be given to the impact of smaller storms as well. Natural functions which appear overwhelmed in the face of hurricanes can play an important role in absorbing the impacts of lesser magnitude coastal storms.

Coastal flooding is distinctly different from riverine flooding. When a river floods, the runoff and subsequent damage generally follow the river's course. Coastal flooding occurs over broad areas that alternately flood and drain during hurricanes and intense winter sea storms. To fully understand the danger requires a detailed review of the physical hazards associated with these storms and the full range of impacts such forces could have on the coastal area. The characteristic components of a hurricane which cause physical damage are storm surge, waves, winds, debris battering, and coastal erosion.

The onset of the storm surge is usually characterized by a gradual rise in the sea level at the shoreline. This gradual rise may begin when the hurricane is as much as 500 miles offshore. As the storm moves toward the land, the level of the water continues to rise, reaching its maximum height when the eye of the hurricane makes its landfall.

However, dangerously high storm surges can occur all along the coastline during a severe hurricane and are not confined to the immediate vicinity of the storm center. The high winds associated with hurricanes cause the water to shoal or pile up as the storm moves toward the coast, which

increases surge height. Furthermore, the storm surge is heightened by a shallow coastal bottom, as is the case in the Gulf waters adjacent to Dixie and Taylor Counties. Southern Dixie County may see a storm surge generated by a medium-sized hurricane generating sustained winds of 111 miles per hour (mph) and a storm surge elevation of 17 feet. The same storm surge may rise as high as 22 feet in northern Taylor County. Although wave action is dissipated within the first few hundred yards inland, a storm surge of this height will cause flooding several miles inland.¹⁸

Hurricane high-water surges often last three to five hours, during which seawater flows into bays with such intensity that it may stop or reverse the direction of flow. Furthermore, hurricanes are usually preceded by many hours of heavy rains which saturate the soil, cause advance runoff, and raise the water level in rivers and bays before the surge hits. Pre-hurricane rainfalls of five inches or more are common.

The wave is not included with the height of the storm surge. Along the Dixie and Taylor County coasts, the wave crest of a medium sized hurricane generating sustained winds of 111 mph can be expected to add an additional 8 feet in height to the storm surge at the coastline and decrease as the surge moves inland. However, the wave is expected to drop to less than 3 feet in height after travelling 200 yards inland.

There are many factors which influence the height of the storm waves. These include the wave period, wave length, barometric pressure, and wind speed. They also have a significant affect on the two major components of the wave force: vertical and horizontal wave pressures. The horizontal impact pressure of a hurricane storm wave has tremendous destructive potential when breaking directly on coastal structures. Vertical forces produce uplift pressures on structures as the wave peaks.

The shore and nearshore regions of north central Florida can be characterized as windy areas, having little topographical relief to slow down wind gusts. Hurricanes can gust up to 200 miles per hour with sustained winds of 140 miles per hour. Wind forces exerted on structures during a hurricane can have devastating effects, particularly in conjunction with wave forces. Wind speed increases with height above the ground, so tall structures are subject to greater wind pressure than lower structures.¹⁹ For example, direct horizontal wave and wind forces can cause inadequately designed structures to move off their foundations, collapse from racking, or lose components such as windows, door, and roofs. Waves and wind can cause severe battering damage not only in forcing water onshore to flood buildings, but also in throwing boats, barges, piers, and other floating and wind blown debris inland against standing structures. Trees along the coastline may be uprooted and projected inland like hurtling missiles and damaging structures and other trees in their path. Few, if any, residential structures can survive the impact of a one-ton object moving at even a slow velocity of seven miles per hour.²⁰

At the shoreline proper, inundation by the storm surge and accompanying storm waves can be one to the most destructive elements of a hurricane. The tremendous force of a wave can be realized when considering that a cubic yard of water weighs over three-fourths of a ton. A breaking wave moving shoreward at 60 miles per hour will have devastating effects on structures subject to storm surge inundation.²¹ Direct vertical wave forces from peaking waves will cause structures not securely anchored to overturn or be laterally moved off their foundation. Structures that are anchored securely but are not elevated high enough above the peaking wave height may experience floor cracking leading to flooding and possible floor collapse.

Other direct forces of concern are those associated with the effects of rising water. Often the pressure of the wind backs water into streams or estuaries already swollen from the additional rainfall brought by the storm. An unanchored house located in high water may become buoyant and float off its foundation, possibly colliding against another house, severely damaging both. Even if a house is left structurally intact, flooding may destroy its contents. As a rule of thumb, the average one-story, air-tight house will float when water reaches to the structure's eaves.²²

In estuaries, inundation from a rising water level, rather than direct wave action, is the principal threat. The flood waters come principally from seawater driven through the estuarine mouth, or inlet, by the force of the hurricane. The form of an inlet is a key factor in protection against hazards. Inlet channels, if they are narrow, slow the surging water entering estuarine basins but also hold back the outward flow of rainwater and storm runoff that fill the basins.

The normally heavy rains that accompany hurricanes and sea storms not only fall into the estuary itself but also often produce heavy storm-water runoff that flow into the estuary from adjacent uplands. Rain and runoff-added to the ocean surge level may, during the course of a storm, elevate bay waters higher than the ocean waters outside. The result can be extreme flooding of shore communities.

Hurricanes are often preceded by many hours of heavy rains which saturate the soil, cause advance runoff, and raise the water level in rivers before the surge hits. Pre-hurricane rainfalls of five inches or more are common, and far greater rainfalls have been recorded. Both upland and coastal wetlands help to reduce the impact of this water through their normal function of retaining and gradually releasing stormwater runoff. When wetlands areas within the coastal drainage basin are filled and drained, a significant increase may occur in the impact of surfacewater runoff within the coastal basin upon coastal flooding.

In north central Florida, it is especially important that coastal freshwater wetlands and surface runoff areas with direct sheet flow to the Gulf from the coastal marsh, estuaries and coastal freshwater wetlands not be substantially altered so that storm threats to coastal communities can be minimized.

When a hurricane moves onshore, its high-velocity winds, waves, and currents scour and transport large quantities of coastal marsh sand and soil. Sand and soil removed by erosion may be: (1) transported and stored temporarily in an offshore bar; (2) transported along the shore, and/or; (3) transported onto or across barrier islands through overwash channels. The extent of shore erosion is especially critical on shorelines with residential structures or which have otherwise been altered to prevent the normal coastal sediment deposition process. If the sediment has been shut off through man-made activities, then the loss of coastal marsh may become permanent.

One of the major concerns with coastal flooding is saltwater intrusion. Saltwater associated with storm surge rushes inward to the hurricane surge line. The normally dry depressions of lands within the surge zone can temporarily retain considerable amounts of surge generated saltwater. If saltwater is held long enough, it can damage soil fertility (by penetration into the earth) or groundwater quality (by penetration into subsurface aquifers). This is a special concern in Dixie and Taylor Counties as the Floridan aquifer comes very near the surface at the coastline. Therefore, construction of seawalls or alterations in landscape or topography should not impede the outflow of seawater back to the Gulf.

The danger to life and property from estuarine flooding is exacerbated by the intensity of development in the coastal zone. Mounting losses due to floods can be expected when new residential, commercial, and industrial construction is located in the floodplains of bays and other estuaries. Not only are more people and property exposed, but there is a reduction of the coastal basin's natural resistance to floods.

The coastal basin can help protect communities from sea storms. Wetlands vegetation stabilizes estuarine shorelines and prevents erosion. Salt marshes may also provide some frictional dissipation of flooding, particularly in the broad stretches of vigorous cordgrass and spike-grass marshes, especially for lesser magnitude storms. Coastal basin freshwater wetlands can, if not substantially altered, absorb some of the hurricane generated rainwater, thus helping to reduce coastal flooding.

Regional Resources:

Hurricane Evacuation Routes

- State Highway 349
- State Highway 358
- State Highway 51
- State Highway 361
- State Highway 98

Agencies: Florida Department of Community Affairs, Department of Environmental Regulation, Department of Transportation, Suwannee River Water Management District, North Central Florida Regional Planning Council, Gulf of Mexico Fishery Management Council, local governments.

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STATE GOAL 10: NATURAL SYSTEMS AND RECREATIONAL LANDS

Florida shall protect and acquire unique natural habitats and ecological systems such as wetlands, tropical hardwood hammocks, palm hammocks, and virgin longleaf pine forests, and restore degraded natural systems to a functional condition.

10.1. Regional Issue/Cluster Title #43: Protection of Natural Systems

Background Analysis: North central Florida represents one of the largest planning districts in the state in terms of area and one of the smallest in terms of population. North central Florida, relatively unpopulated, still has large expanses of both coastal and upland wetlands, undeveloped and unaltered rivers, and large forested areas.

The region consists of 6,813 square miles and can be divided into four major ecological systems: (1) Gulf coastal marsh and drainage basin; (2) the rivers which drain into the coastal marsh; (3) areas with hydrologic connection to the river system, e.g., floodplains; and (4) areas without hydrologic connection to the rivers (internally-drained watersheds).

Natural systems play an extremely important role in the region's economy and quality of life. Drinking water for most urban residents is drawn from the Floridan aquifer while some suburban and rural residents rely on secondary aquifers. The Suwannee-Santa Fe river system and inland marshlands serve a valuable role in regulating surfacewater runoff and flooding. The coastal marsh provides a valuable breeding ground for many varieties of commercial seafood. Commercial forest lands play an important role in the regional economy. For the protection of water quality, stream-to-sink watersheds as well as other types of recharge areas require special consideration.

Actions in one part of a system can have significant adverse consequences on other parts of the system. For example, the Gulf coastal fishery is dependent upon inland detrital and nutrient flows from the Suwannee River and coastal river systems. Their nutrient and detrital flows are dependent upon headwater swamps. Dredging and filling swamps such as the Okefenokee Swamp in Georgia as well as the region's San Pedro Bay and Mallory Swamp could have a negative impact upon the coastal fishery.

Identification and regulation of those activities which adversely affect systems is complicated by the fact that many natural systems extend beyond the political jurisdictions of any one single-unit local government. The coastal marsh and drainage basin is under the jurisdiction of four counties. The Suwannee-Santa Fe river system is under the jurisdiction of ten of the region's eleven counties as well as two states. The Floridan aquifer underlays all eleven counties. Many large habitat areas cross more than one county jurisdiction. Habitat corridors, a concept discussed in greater detail in the following policy cluster, also cross political jurisdictions.

The region is underlain by the Floridan aquifer which serves as the primary source of potable water for the urban areas of the region. A primary source of water to the Floridan aquifer is through percolation (recharge). The subsurface soils help to purify percolating waters. Percolation recharge rates vary within the region, depending upon depth to aquifer and overlying geologic formations. In some areas, the depth to aquifer is very shallow and/or the underlying soil and geologic formations are such that recharging groundwater may not receive adequate cleansing before reaching the aquifer. A direct hydrologic connection exists between surfacewater and the Floridan through certain sinkholes. Springs also form a direct hydrologic connection and during certain periods of the year actually function as sinks, drawing water down into the aquifer. In the case of stream-to-sink watersheds, all the pollutants found within the surfacewater are carried directly to the Floridan aquifer.

Protection of the water quality and quantity of the Floridan, secondary, and surficial aquifers require the protection of their major sources of water, principally areas of direct recharge such as springs and sinkholes, as well as prime percolation recharge areas. It is generally thought that there is a distinction in the three levels or types of aquifers. However, how the three aquifers interact and exchange waters is largely unknown. In addition, the boundaries of high percolation recharge areas are not precisely known at this time and require further study. Nor are the implications for land management of such recharge areas once identified, clear at this time. One concern is the use of fertilizers, pesticides, and herbicides in high recharge areas. It is necessary to monitor, and possibly, limit activities within high percolation recharge areas and stream-to-sink watersheds for the protection of the urban area's drinking water supply.

Approximately 37.0 percent (2,525.2 square miles) of the region has been identified by the Council as regionally significant natural areas. They often represent the best remaining examples of native Florida flora and fauna. Natural areas are composed of one or more habitat types. Habitats are typically described in terms of vegetative cover, water functions, soil types, and land elevation. The correlation between habitat type and species expected to occupy a particular habitat type is high. North central Florida habitat types are highly complex. For example, certain species require intermittently flooded wetlands while others require permanently flooded wetlands. Certain species found in river beds require a sandy bottom and moving waters while others require standing water.

North central Florida habitat types include pine flatwoods, sandhills, mixed swamp, xeric hammock, cypress-tupelo swamp, sand pine scrub, marsh and prairie, messic hammock, pine-hardwood forest, hydric hammock, bayhead, coastal hammock. Many acres of these habitats have been lost to urban land uses or have been altered for pastureland and managed pine plantation. Sandhills have been especially hard hit as their well-drained, sandy soils are ideally suited to urban development. If these habitat types are not closely monitored and regulated, the

remaining stands and the plant and animal species they support, may be forever lost to future generations of Floridians.

As of April, 1985, only 186.06 square miles (7.37%) of these areas have been subdivided. The amount of regionally significant natural area land projected to be subdivided by the year 2020 is 516 square miles, or 20.4 percent of all regionally significant natural areas. Virtually every regionally significant natural area has experienced at least a small amount of subdivision activity. Some areas are projected to receive greater development pressure than others. For example, 75.0 percent of all lands with frontage on the Suwannee River are will be subdivided by the year 2020 if the average number of acres subdivided per year between the years 1977 and 1985 continues at the same rate. All of the privately held lands bordering the San Felasco Hammock State Preserve, the Payne's Prairie State Preserve, and the Devil's Millhopper State Geologic Site will be subdivided by the year 2020.

Threats to regionally significant natural areas are not limited to subdivision activity. Clear-cut timber harvesting practices on highly erodible lands and strip mining activity can destroy large expanses of land. Only a few privately held forested areas have managed to survive the regular 20 year and 40 year harvesting cycles of the timber companies. These areas have survived primarily due to the wetness of their soils. These areas are vulnerable to harvesting during dry periods when the soil is dry enough to support heavy logging equipment. Mining activity has been relatively limited in the region. However, the potential exists for increased phosphate mining activity in the future.

Regional Natural Resources:

Drainage Basins

Aucilla River Basin
St. Marks River Basin
Ochlocknee River Basin
Suwannee River Basin
St. John's River Basin

San Pedro Bay
Mallory Swamp

Rivers

Suwannee River
Santa Fe River
Withlacoochee River
Alapaha River
Ichetucknee River
Aucilla River
Steinhatchee River
Econfina River
Fenholloway River
Spring Warrior Creek

Aquifers

Floridan aquifer
secondary artesian aquifers
water table aquifers

Freshwater Wetlands

California Swamp
Spring Warrior Swamp
Bee Haven Bay
Gum Root Swamp
Wacassassa Flats
Hixtown Swamp
Santa Fe Swamp
Pinhook Swamp/Sandlin Bay
Tide Swamp

Coastal Drainage Basin

Coastal Marsh
Estuaries
Coastal Freshwater Wetlands
Big Bend Seagrass Beds

Springs

Alachua County
Hornsby Spring
Poe Springs

Columbia County
Ichetucknee Springs
Bell Springs

Dixie County
Copper Springs

Gilchrist County
Blue Springs
Ginnie Springs
Hart Springs
Rock Bluff Springs
Sun Springs

Hamilton County
Morgan's Spring
White Springs
Alapaha Rise
Holton Spring

Lafayette County
Allen Mill Pond Spring
Blue Spring
Fletcher Spring
Mearson Spring
Owens Spring
Ruth Spring
Troy Spring
Turtle Spring

Madison County
Blue Spring
Suwanacoochee Spring

Suwannee County
Branford Spring
Charles Spring
Ellaville Spring
Falmouth Spring
Little River Springs
Peacock Springs
Running Springs
Suwannee Springs
Telford Springs

Sinks

Alachua County
Devil's Millhopper

Haile Quarry
Alachua Sink
Sinkholes and quarries in
Newberry Area
Alachua Sink
Kanapaha Sink
Robinson Sink

Bradford County
Brooks Sink

Columbia County
Alligator Lake

Dixie County
Lime Sink

Hamilton County
Alapaha Rise

Madison County
Blue Sink
Campbell Sink
Johnson Sink
Patterson Sink
Rogers Sink

Suwannee County
Sailor Hole
Challenge Sink
Cisteen Sink
Olson Sink
Orange Grove Sink
Terrapin Sink

Taylor County
Adams Sink
Aucilla River Sinks
California Sink
Page Sink

Stream-to-Sink watersheds
Alachua County Recharge Area
Columbia County Southern Recharge
Area
Columbia County Western Recharge
Area
Hamilton County Recharge Area
Madison County Recharge Area
Suwannee County Recharge Area

High Percolation Rate Recharge
Areas

Yet to be Identified

State Parks and Preserves

National Forests and Wildlife
Refuges

State Wildlife Management Areas

Lakes

Alachua County

Orange Lake

Santa Fe Lake

Little Santa Fe Lake

Bivans Arm

Newnans Lake

Lake Lochloosa

Bradford County

Lake Sampson

Columbia County

Watertown Lake

Dixie County

Governor Hill Lake

Madison County

Lake Francis

Union County

Lake Butler

Cave Systems

Unique Habitat Types

pine flatwoods

sandhills

mixed swamps

xeric hammocks

cypress-tupelo swamp

sand pine scrub

marsh

prairie

mesic hammock

pine-hardwood forest

hydric hammock

bayhead

coastal hammock

Agencies: U.S. Environmental Protection Agency, Florida Department of Environmental Regulation, Department of Environmental Resources, Department of Agriculture and Consumer Services, Department of Natural Resources, Department of Health and Rehabilitative Services, Department of Transportation, Game and Freshwater Fish Commission, North Central Florida Regional Planning Council, Suwannee River Water Management District, St. Johns River Water Management District, local governments, Florida Trail Association, Florida Natural Areas Inventory.

10.2. Regional Issue/Cluster Title #44: Protection of Endangered Species

Background Analysis: North central Florida may well represent the last best hope for the survival of many critical species native to Florida given the region's large amount of undeveloped land and the high rate of urban development and population growth occurring in other areas of the state.

A 1978 study by the Florida Committee on Rare and Endangered Plants and Animals (FCREPA) identified 153 species of reptiles and amphibians, approximately 3,500 species of plants and 76 species of land mammals presently existing in Florida. The study identified 82 critical species of plants, land mammals, and birds which can be found in the North Central Florida Region.¹

Extirpated or extinct species formerly located within north central Florida are important to note as they suggest what can happen to other species in the future. Extirpated and extinct plants from the region include ginseng, which was apparently collected out of existence by people seeking its medicinal root. The San Felasco spleenwort, found in a rocky ravine in San Felasco Hammock, has not been seen since 1969 and is assumed to be extinct.²

Several field sightings were made of large numbers of plains bison between the Suwannee and Aucilla rivers, around Newnan's Lake in Alachua County, and near Ichetucknee Springs in Columbia County. Bison were apparently extirpated in Florida by the late 18th or early 19th centuries as a result of killing of large numbers by early settlers. The Florida red wolf which used to be found in Payne's Prairie was apparently extirpated in the early 1900s. The species has been exterminated over much of its original range, while in much of the remaining areas, it has hybridized with the coyote. The West Indian monk seal was lost by the early 20th century. The animal was hunted out of existence for its oil.³

The Carolina parakeet was once abundant throughout the eastern half of the United States and was common throughout Florida (except in the Keys). The bird was virtually extinct by the end of the 19th century. The bird was unusually susceptible to systematic killing. When a flock member was shot, its fellows would return again and again, so that a single hunter could take all the birds.

The passenger pigeon is an striking example of uncertainties regarding minimum threshold populations. FCREPA suggests that their minimum threshold population numbered in the millions.⁴ The bird was one of the most gregarious birds ever known, travelling and nesting in flocks of millions. The low-flying flocks and large nesting grounds encouraged mass-slaughter for food and sport. In Florida, the bird was only known as a winter visitor. Their decline was rapid after the 19th century, probably because of reduction below a very high critical minimum threshold necessary to sustain the population.⁵

Habitat destruction appears to be the primary cause of population declines. Plants such as the four-petal papaw, the spiny hackberry, the Florida golden aster, the wiregrass gentian, and the highlands scrub hypericum would presumably continue to thrive if their special habitats were not under pressure from agricultural and/or commercial development. However, a surprisingly large number of endangered and threatened plants are being destroyed by selective removal from the undisturbed habitat. The hand fern, the bird's-nest spleenwort, nodding catopsis, and fuzzy-wuzzy airplant, and nearly all of the native orchids continue to decline in numbers even though their habitats remain undisturbed.⁶ Within north central Florida, Bartram's Ixia has rapidly diminished in numbers. FCREPA notes this flowering herb as "Florida's premier endemic". It was spotted flowering in pine flatwoods north of Starke in Bradford County in 1931. However, this location has been converted to a junkyard and the herb apparently can no longer be found at this site.⁷

One general characteristic of the region's threatened mammals is the tendency for individual species or subspecies to be relatively narrowly restricted to certain habitat types. Twenty-four of the 35 designated land mammals are limited to only one or two major habitat types.⁸ One-third of these are wetland inhabitants. Required habitats for the remainder include beaches and dunes (coastal strand), tropical hammocks, longleaf pine-turkey oak woodlands, sand pine scrub, mixed pine and hardwoods, pine flatwoods, and caves. Most of these habitat types are being destroyed or modified by man throughout the state in ways unsuitable for the affected species. Some of the land mammals which are not narrowly restricted to specific habitat types, such as the Florida black bear and Florida panther, are dependent upon large, relatively undisturbed areas of mixed vegetation types.⁹ Such large, undisturbed areas are rapidly giving way to urban development in many parts of the state.

Habitat loss alone appears to be the primary cause for the critical status of eight (62.0 %) of the endangered and threatened mammals, including the Florida mouse, found in sand pine scrub and sandhill habitats. It is possible that the Florida mink is now scarcer in coastal areas because of destruction or degradation of salt marsh habitats. The only species of Special Concern among Florida mammals, the round-tailed muskrat, is so listed because of continuing reduction of wetland habitats. Habitat loss coupled with some direct detrimental human influences is apparently responsible for the critical status of the Sherman's fox squirrel. The squirrel is a legal game species and has been hunted. Habitat destruction in the form of development, logging, drainage, and burning has undoubtedly been by far the predominant cause of the decline of the species.

The preservation of critical plant and animal species is directly dependent upon the preservation of adequate types and amounts of natural areas (habitats). The region's threatened land animals tend to be relatively narrowly restricted to certain habitat types. Twenty-four of the region's 35 land mammal species are limited to only one or two major habitat types.¹⁰ One-third of these are wetland inhabitants. FCREPA

notes that sandhill, sand pine scrub, and xeric habitats are important

because they are limited in areal extent and are home to a large number of endemic reptiles and amphibians.¹¹ In addition, wet habitats are important travel corridors and are utilized by a large number of bird species, particularly in winter.

Some of the land mammals which are not narrowly restricted to specific habitat types, such as the Florida black bear and Florida panther, are dependent upon large, relatively undisturbed areas of mixed vegetation types. Such large, undisturbed areas are rapidly giving way to urban development in many parts of the state. Species preservation requires a sufficient number of individuals so as to maintain genetic diversification and to be able to withstand short-term environmental stresses such as hurricanes, drought, and fire. Available research suggests that the minimum number of individuals necessary to withstand short-term environmental stresses is 500 and that a minimum of 150 individuals are needed in order to maintain a level of genetic diversity necessary for the survival of any animal species.¹² If minimum range sizes by specie are taken into consideration, an estimate of the amount of land necessary to stabilize these animal populations can be derived. A very large amount of land is necessary for the survival of some endangered species. For example, 150 panthers would require 35,160 square miles of undisturbed habitat, virtually two-thirds of the entire state while 150 black bears would require approximately 3,500 square miles, an area approximately 1/2 the size of the North Central Florida Region. One hundred fifty otters require approximately 703 square miles, an area roughly equivalent in size to Suwannee County.¹³

The FCREPA study suggested that the currently available habitat within the state could support larger populations of Florida black bear and Florida panther than currently exist. One strategy proposed for the preservation of large-ranging species is the designation and preservation of habitat corridors to connect existing isolated areas of known wildlife habitat, referred to as habitat islands, in a system of protected travel routes.

Large areas of undeveloped public and privately-owned land within north central Florida currently continue to function as habitat islands. Publicly-owned land functioning as habitat islands include St. Marks National Wildlife Refuge, the Lower Suwannee National Wildlife Refuge, Osceola National Forest, Payne's Prairie State Preserve, San Felasco Hammock State Preserve, and Santa Fe Swamp. In addition, the privately-held coastal marsh, the core area of California Swamp, Hixtown Swamp, Bee Haven Bay, Mallory Swamp, San Pedro Bay, and Pinhook Swamp also appear to function as habitat islands. Ecotones (places where two different habitats meet) and smaller streams also function as important habitat corridors.

Habitat islands are typically connected by corridors consisting of stream beds. One proposal currently calls for providing official designation and protection of a State habitat corridor system linking the Okefenokee National Wildlife Refuge in southern Georgia to the Everglades National Park by way of Pinhook Swamp, the Osceola National Forest, Olustee Creek, Santa Fe River and Santa Fe Swamp, Payne's Prairie State Preserve, and

the proposed Lochloosa State Forest. This state habitat corridor designation would also link the Osceola National Forest to the Lower Suwannee and the St Marks National Wildlife Refuges and coastal marsh via the Suwannee River, San Pedro Bay, and Mallory Swamp.

There is currently a problem with some segments of the road network which cross habitat islands and corridors. Many of the roads in the region were constructed without an understanding of the functions of corridors and islands. No provisions were made on these roads for the safe passage of animals across them. The problems such road segments create for wildlife is easily identifiable by the many wildlife "road kills". Although data on the impacts of road kills on population levels of endangered species is not available, it appears to be substantial. For example, U.S. Highway 441 through Payne's Prairie State Preserve is a well-known road segment for the many road kills. U.S. 441 has no animal barriers or below-grade pathways for safe animal passage.

Bridge replacement practices are also a concern within the region. The Florida Department of Transportation (FDOT) is replacing bridges over small creeks and streams with large box culverts. Box culverts may destroy the use of the streambank under the roadway for use as a habitat corridor, forcing animals to cross the roadway.

Lands abutting habitat islands and corridors need special consideration to assure compatible land uses. The ideal width of a corridor is unknown. However, at least one study has suggested a corridor width of 100 to 200 meters.¹⁴ Furthermore, the amount of human disturbance which particular species can accommodate is not well known. However, it is generally thought that most larger mammals are intolerant of human activities and disturbances.

Hunters and fishermen are seldom mentioned as a source of concern to species preservation. According to the laws of population dynamics, a particular species will maintain a specific biomass under a specific set of ecological conditions. Those individuals of a species that are eliminated from a population will in turn be replaced by others of the same species that would not otherwise have been able to survive. Fish, as a rule, have a higher reproductive potential than other vertebrate animals, and thus are quickly able to "bounce back" from temporary population losses. However, if the numbers of hunters and fishermen increase in direct proportion to the expected population increases of north Florida, the additional pressure might place even more species on the critical list.

Critical fish are vulnerable to a greater or lesser degree because of their limited ranges. As a general rule, the degree of vulnerability of fish is related to the size of the body of water in which they occur. Those species found in large rivers and closely adjacent areas are most subject to the adverse effects of pollution, dredging, or dam construction. The smaller the body of water, the less likely the water body will be subject to ecological disturbances.

The Suwannee River serves as an important spawning and birthing area for the endangered Atlantic sturgeon and West Indian manatee. Manatee Springs State Park serves as a birthing area during the spring months for the West Indian manatee. In addition, portions of the Suwannee River serve as spawning grounds for the Atlantic sturgeon. The Suwannee is considered to be the last major spawning grounds in the Gulf of Mexico for this endangered fish specie.

The travel routes and spawning grounds of the manatee and sturgeon need to be protected to ensure their survival. It may be necessary for public acquisition of the sturgeon's spawning grounds and/or reduce the recreational use of the river along their migratory route and spawning grounds during spawning and migratory runs for the preservation of these two species.

The critical status of the Florida panther, Florida black bear, and the West Indian manatee are also due in part to human exploitation. Although the carrying capacity of the habitats of these species is less today than under primitive conditions, evidence indicates that these mammals were drastically reduced by hunting or trapping before there was significant habitat reduction. Populations are probably presently being suppressed at a level below the carrying capacity of remaining habitats by continued accidental deaths or hunting. The bear may still be legally hunted in north central Florida.

Currently, the Florida Game and Freshwater Fish Commission is embarking on an experimental panther repopulation effort. An effort will be made to reintroduce the panther to an as yet undetermined area in north Florida to see if they can survive. Should the panthers prove that they can survive, potential conflicts could occur between efforts to control land use, cattle grazing practices, and deer hunting limits for the benefit of the panther. For example, deer populations must be kept plentiful in order to prevent panthers from preying upon domestic cattle.

More research is needed for the development of management techniques which will successfully protect critical species. Additional information is needed regarding required habitat types, territory size and range, nesting and breeding locations, principal food source, minimum sustainable threshold population, and degree of sensitivity to man. While at the same time additional study is needed, steps must now be taken based upon the available information to preserve known habitat islands and corridors as the explosive regional and state population growth and development trends may otherwise eliminate these species.

Regional Natural Resources:

Drainage Basins

Aucilla River Basin
St. Marks River Basin
Ochlocknee River Basin
Suwannee River Basin
St. John's River Basin

Aquifers

Floridan aquifer
secondary artesian aquifers
water table aquifers

Freshwater Wetlands

- California Swamp
- Spring Warrior Swamp
- Bee Haven Bay
- Gum Root Swamp
- Wacassassa Flats
- Hixtown Swamp
- Santa Fe Swamp
- Pinhook Swamp/Sandlin Bay
- Tide Swamp
- San Pedro Bay
- Mallory Swamp

Rivers

- Suwannee River
- Santa Fe River
- Withlacoochee River
- Alapaha River
- Ichetucknee River
- Aucilla River
- Steinhatchee River
- Econfina River
- Fenholloway River
- Spring Warrior Creek

Coastal Drainage Basin

- Coastal Marsh
- Estuaries
- Coastal Freshwater Wetlands
- Big Bend Seagrass Beds

Springs

- Alachua County
 - Hornsby Spring
 - Poe Springs
- Columbia County
 - Ichetucknee Springs
 - Bell Springs
- Dixie County
 - Copper Springs
- Gilchrist County
 - Blue Springs
 - Ginnie Springs
 - Hart Springs
 - Rock Bluff Springs
 - Sun Springs

Hamilton County

- Morgan's Spring
- White Springs
- Alapaha Rise
- Holton Spring

Lafayette County

- Allen Mill Pond Spring
- Blue Spring
- Fletcher Spring
- Mearson Spring
- Owens Spring
- Ruth Spring
- Troy Spring
- Turtle Spring

Madison County

- Blue Spring
- Suwanacoochee Spring

Suwannee County

- Branford Spring
- Charles Spring
- Ellaville Spring
- Falmouth Spring
- Little River Springs
- Peacock Springs
- Running Springs
- Suwannee Springs
- Telford Springs

Sinks

- Alachua County
 - Devil's Millhopper
 - Haile Quarry
 - Alachua Sink
 - Sinkholes and quarries in Newberry Area
 - Alachua Sink
 - Kanapaha Sink
 - Robinson Sink
- Bradford County
 - Brooks Sink
- Columbia County
 - Alligator Lake
- Dixie County
 - Lime Sink

Hamilton County
Alapaha Rise

Madison County
Blue Sink
Campbell Sink
Johnson Sink
Patterson Sink
Rogers Sink

Suwannee County
Sailor Hole
Challenge Sink
Cisteen Sink
Olson Sink
Orange Grove Sink
Terrapin Sink

Taylor County
Adams Sink
Aucilla River Sinks
California Sink
Page Sink

Stream-to-Sink watersheds
Alachua County Recharge Area
Columbia County Southern Recharge
Area
Columbia County Western Recharge
Area
Hamilton County Recharge Area
Madison County Recharge Area
Suwannee County Recharge Area

High Percolation Rate Recharge
Areas
Yet to be Identified

State Parks and Preserves

National Forests and Wildlife
Refuges

State Wildlife Management Areas

Lakes

Alachua County
Orange Lake
Santa Fe Lake
Little Santa Fe Lake
Bivans Arm
Newnans Lake

Lake Lochloosa

Bradford County
Lake Sampson

Columbia County
Watertown Lake

Dixie County
Governor Hill Lake

Madison County
Lake Francis

Union County
Lake Butler

Critical species recognized by the
State of Florida which are
native to the region and their
habitats

Agencies: U.S. Environmental Protection Agency, Florida Department of Environmental Regulation, Department of Environmental Resources, Department of Agriculture and Consumer Services, Department of Natural Resources, Department of Health and Rehabilitative Services, Department of Transportation, Game and Freshwater Fish Commission, North Central Florida Regional Planning Council, Suwannee River Water Management District, St. Johns River Water Management District, local governments, Florida Trail Association, Florida Natural Areas Inventory.

10.3. Regional Issue/Cluster Title #45: Land Management and Use

Background Analysis: There are many concerns regarding land management and use of the region's natural resources, natural area habitats, and the impacts of future development and economic activity upon these unique environments. What areas should be left in a natural condition? How to best protect aquifers and their sources of water (springs, recharge areas, and sinkholes) from the effects encroaching development, and adverse effects of agricultural and silvicultural practices? How can river corridors, freshwater and saltwater marshes, the Gulf coast fishery, forested areas, prairies, and wildlife habitats be preserved? North central Florida has vast areas of undeveloped or partially developed lands. Approximately 3,215,000 acres, or 73.0 percent of the region, is in forested lands. Virtually all privately-held forested lands function as either habitat islands or corridors. For example, 955,855 acres of forested land, 22.0 percent of the region, is designated as state wildlife management areas.

Under the voluntary State Wildlife Management Area program, private property owners work cooperatively with the Florida Game and Freshwater Fish Commission to engage in land management techniques which enhance wildlife habitat values of their forests and allow public access for hunting. A typical practice which enhances game wildlife habitat is the periodic burning of forest undergrowth.

However, not all forest practices are beneficial to wildlife or habitat protection. Virtually all privately-owned forests in the region use clear-cut timber harvesting practices. Clear-cut timber harvesting results in the complete removal of all trees and understory vegetation within a very large area. While best management practices can reduce the amount of surfacewater pollution and soil erosion otherwise associated with clear-cut timber harvesting techniques, best management practices cannot recreate lost habitat.

In addition, small areas of the more attractive forest lands have been subdivided for residential development. Conflicts can result when residential development is in close proximity to commercial forests. For example, the practice of burning forest undergrowth must usually be stopped near residential subdivisions due to the possibility of damage to the residential area. It is highly likely that the more attractive forested areas of the region will come under increasing development pressure in the future. Advanced planning must take into consideration

the potential conflicts caused by the proximity of commercial timber activities to residential subdivisions.

Vast amounts of timber acreage within the region is owned by a few corporations. The corporate owner is in a good position to plan and control the use of its forest. Unfortunately, the Suwannee River is not so easily controlled due to the many different property owners within the river floodplain. In addition, eight Florida counties have land use planning authority over different parts of the Suwannee.

The Suwannee has not been significantly degraded due to human use. The river's water quality is high and its banks are relatively free of streamside development. Given the projected increase in subdivision activity and increased population generally throughout the state it is likely that the Suwannee River will experience increasing use as a recreation resource.

Perhaps the best example of a natural area in the region which is suffering from overuse is the Ichetucknee River. This small clear-water river is heavily used by canoeists and other recreational users. Furthermore, the entire length of the river, except for the area located in Ichetucknee Springs State Park, has been subdivided into one acre lots.

Recreational activity has been so heavy that the state has placed limits on the number of canoeists and floaters that may use the river during any one day. However, biologists still report that recreational usage of the river should be reduced in order to prevent erosion of the river banks and loss of bank vegetation eaten by the Suwannee cooter, an endangered specie found on the Ichetucknee River. While many of the housing units along the river have been constructed in compliance with the county floodplain ordinance and its 75 foot setback requirement, the homes are highly visible from the river.

Does the Ichetucknee River foretell the future of the Suwannee-Santa Fe river system? Subdivision activity within the Suwannee-Santa Fe river system has been proceeding at a rapid pace. A recent Council study projects that if the same amount of development activity which has occurred on the Suwannee River since 1977 continues into the future, 75.0 percent of the entire riverbank will be subdivided into small 1.75 acre residential lots by the year 2020. Using the same projection technique for the Santa Fe River, 53.0 percent will of the lands adjacent to the Santa Fe be subdivided into 1.25 acre lots by the year 2020.

In response to concern over the use and management of the Suwannee River, the Save Our Rivers program has authorized 80 million dollars over the next 20 years to the Suwannee River Water Management District for the purchase of lands along the river system for preservation and protection of water quality. Despite the large amount of money, the entire river cannot be purchased. Rather, what is likely to emerge is a sequence of publicly-owned islands of conservation or recreation land interspersed by single family homes and farms.

It appears that heavy recreational use of the Suwannee between the Gulf coast and Manatee Springs State Park is not advisable since it serves as a travel corridor during the spring months for the West Indian Manatee. In addition, a segment of the Suwannee is the spawning grounds of the Atlantic sturgeon. The Suwannee is considered to be the last major spawning grounds in North America for this endangered fish specie. The sturgeon's travel route and spawning grounds need to be protected for its survival. It may be necessary to acquire with Save Our River funds certain parts of the river as a conservation district and/or reduce river activities along the migratory route of the manatee and the spawning grounds of the sturgeon for the preservation of these two species.

The recently adopted Suwannee River Water Management District Works of the District regulations prevent the alteration of vegetation within 75 feet of the stream bank of any works of the district. The distance was not selected due consideration for minimum habitat corridor widths required by native plant and animal species within the region. Such considerations are beyond the authority of state enabling legislation. The best available information suggests that habitat corridors should be a minimum of 300 to 350 feet in width. However, given the broad expanse of the river system and a 75 foot buffer along the banks, the river system may be able to continue functioning as a habitat corridor for most species.

County floodplain ordinances within the region also require a 75 foot streamside setback. These ordinances provide additional protection for the Ichetucknee and all of the Santa Fe River. In addition to these rivers, best management practices manual recommends (but does not require) a streamside setback of at least 35 feet for silviculture activity.

However, Works of the District and county floodplain ordinances currently apply to only the very largest rivers within the region (The Suwannee, Santa Fe, Alapaha, Ichetucknee, and Withlacoochee Rivers). Smaller rivers such as the Steinhatchee, Econfinna, Fenholloway, Olustee Creek, and New River are not included as Works of the District or county floodplain ordinances.

With the exception of county floodplain ordinances and certain natural areas within Alachua County, no local or county government within north central Florida has established buffer areas around regionally significant natural resources or natural areas. Economic activity and urban development is allowed to occur without due consideration to its impact on adjacent regionally significant natural resources and natural areas with the potential for resultant degradation to these resources and areas.

Water basin troughs or bowls, the lowest elevation areas of the basin where surfacewater collects, may require special land use management to restrict or prohibit development. A good example of the problems caused by urban development within a water basin trough is the City of Live Oak. The city is regularly inundated with floodwaters as the natural low point of the basin. The town has constructed a number of drainage wells with

direct connection with the Floridan aquifer in response to the flooding problem. Floodwaters entering the drainage wells are loaded with oil and other pollutants and do not benefit from the leaching process, degrading the water quality of the aquifer. The problem will become worse as the city grows.

Wetlands play a vital role in controlling floodwaters, tempering the impacts of hurricanes, and providing habitat to native Florida plant and animal species. Vast amounts of Florida, including north central Florida, were originally wetlands areas. Over time, wetlands areas have been filled and drained for a number of purposes, including urban development, mosquito control, timber harvesting, as well as mining operations. Despite a lengthy history of drain and fill practices, there is still substantial wetland acreage within the region. However, the future of these wetlands areas are uncertain in the face of potential phosphate mining and wetlands reclamation laws which do not require type for type replacement. Wetlands can be classified by various types, including saltwater marsh, freshwater marsh, intermittent wetlands, and headwater swamps. Each type of wetland requires unique land management practices in order to preserve its role in flood control and habitat support.

It must be recognized that, despite having the most stringent wetland mining reclamation law in the nation, no wetlands can be restored to original condition after phosphate mining. If remnant samples of an original Florida habitat are to be preserved, it must be recognized that those areas may have to be purchased, along with their mineral rights, in order to prevent their permanent destruction.

Regional Natural Resources:

Drainage Basins

- Aucilla River Basin
- St. Marks River Basin
- Ochlocknee River Basin
- Suwannee River Basin
- St. John's River Basin

Aquifers

- Floridan aquifer
- secondary artesian aquifers
- water table aquifers

Freshwater Wetlands

- California Swamp
- Spring Warrior Swamp
- Bee Haven Bay
- Gum Root Swamp
- Wacassassa Flats
- Hixtown Swamp
- Santa Fe Swamp
- Pinhook Swamp/Sandlin Bay

Tide Swamp

- San Pedro Bay
- Mallory Swamp

Rivers

- Suwannee River
- Santa Fe River
- Withlacoochee River
- Alapaha River
- Ichetucknee River
- Aucilla River
- Steinhatchee River
- Econfina River
- Fenholloway River
- Spring Warrior Creek

Coastal Drainage Basin

- Coastal Marsh
- Estuaries
- Coastal Freshwater Wetlands
- Big Bend Seagrass Beds

Springs

Alachua County
Hornsby Spring
Poe Springs

Columbia County
Ichetucknee Springs
Bell Springs

Dixie County
Copper Springs

Gilchrist County
Blue Springs
Ginnie Springs
Hart Springs
Rock Bluff Springs
Sun Springs

Hamilton County
Morgan's Spring
White Springs
Alapaha Rise
Holton Spring

Lafayette County
Allen Mill Pond Spring
Blue Spring
Fletcher Spring
Mearson Spring

Owens Spring
Ruth Spring
Troy Spring
Turtle Spring

Madison County
Blue Spring
Suwanacoochee Spring

Suwannee County
Branford Spring
Charles Spring
Ellaville Spring
Falmouth Spring
Little River Springs
Peacock Springs
Running Springs
Suwannee Springs
Telford Springs

Sinks

Alachua County
Devil's Millhopper
Haile Quarry
Alachua Sink
Sinkholes and quarries in
Newberry Area
Alachua Sink
Kanapaha Sink
Robinson Sink

Bradford County
Brooks Sink

Columbia County
Alligator Lake

Dixie County
Lime Sink

Hamilton County
Alapaha Rise

Madison County
Blue Sink
Campbell Sink
Johnson Sink
Patterson Sink
Rogers Sink

Suwannee County
Sailor Hole

Challenge Sink
Cisteen Sink
Olson Sink
Orange Grove Sink
Terrapin Sink

Taylor County
Adams Sink
Aucilla River Sinks
California Sink
Page Sink

Stream-to-Sink watersheds
Alachua County Recharge Area
Columbia County Southern Recharge
Area
Columbia County Western Recharge
Area
Hamilton County Recharge Area

Madison County Recharge Area
Suwannee County Recharge Area

High Percolation Rate Recharge
Areas

Yet to be Identified

State Parks and Preserves

National Forests and Wildlife
Refuges

State Wildlife Management Areas

Lakes

Alachua County

Orange Lake

Santa Fe Lake

Little Santa Fe Lake

Bivans Arm

Newnans Lake

Lake Lochloosa

Bradford County

Lake Sampson

Columbia County

Watertown Lake

Dixie County

Governor Hill Lake

Madison County

Lake Francis

Union County

Lake Butler

Agencies: U.S. Environmental Protection Agency, Florida Department of Environmental Regulation, Department of Environmental Resources, Department of Agriculture and Consumer Services, Department of Natural Resources, Department of Health and Rehabilitative Services, Department of Transportation, Game and Freshwater Fish Commission, North Central Florida Regional Planning Council, Suwannee River Water Management District, St. Johns River Water Management District, local governments, Florida Trail Association, Florida Natural Areas Inventory.

10.4. Regional Issue/Cluster Title #46: Parks and Recreation

Background Analysis: North central Florida's park system currently has a shortage of resource and activity-based parks and recreation facilities. Additional recreational use of the region's natural resources and natural areas is inevitable given the increased population of both the region and the state. Care must be taken in the development of resource-based recreation as it may threaten the continued existence of many of the region's natural resources, habitats, and wildlife.

Based upon the 1981 Division of Recreation and Parks Outdoor Recreation in Florida 1981 resource guidelines for outdoor recreation activities, the region has an abundance of freshwater boat ramps, but has a shortage of freshwater and saltwater beach as well as both freshwater and saltwater piers and catwalks, architectural and historical sites, horseback riding, hiking, and bicycle trails, tent sites, picnic tables, and hunting lands.

The region currently has a shortage of activity-based recreation facilities. Notably, the region is below state guidelines for public swimming pools, baseball/softball fields, shuffleboard courts, tennis courts, and handball/racquetball courts. The region currently meets state guidelines in the number of basketball goals, golf courses, and football/soccer fields.

Comparables were not available to determine the adequacy of the region's canoe trails, exercise (parcourse) trails, equipped play areas, or recreation buildings. However, it is suspected that the region generally meets or exceeds minimum requirements for resource-based facilities and likely falls below minimum requirements for activity-based facilities.

In addition, the study produced a relative need index by resource/facility for each region and ranked each item in order of priority. Out of a possible 116 regional recreation facility items, no item ranked higher than 65th in north central Florida. Approximately one-half of the region's needs ranked among the lowest 28 statewide. This suggests that the region is at a competitive disadvantage for receiving state and federal outdoor recreation grant monies.

Allowances must be made for differences in natural attributes between regions. For example, the region's coastline consists exclusively of coastal marshlands. The only way the region could meet state guidelines for saltwater beach frontage would be to construct 11.9 linear miles of artificial beach one-half mile wide. Similarly, the region would have to construct 41 additional saltwater boat ramp lanes, 44 piers or catwalks, and 11.1 miles of freshwater beach to meet state-recommended guidelines. However, the potential for adverse environmental impacts to the Gulf coastal marsh and fishery caused by the creation of an artificial beach indicates that the region should not have any additional man-made beaches.

As provided by various chapters of the Florida Statutes, the Department of Natural Resources is charged with the administration, supervision, development, and conservation of Florida's natural resources which includes the management of state owned lands. The Division of Recreation and Parks has the responsibility of developing and operating a recreation and parks system comprising 367,161 acres, dispersed throughout the state. It contains 29 state parks, 34 recreation areas, 32 special feature sites, 17 preserves, seven museums, and four ornamental gardens. Of these, three state parks, no recreation areas, two special feature sites, three preserves, two museums, and four registered landmarks are located within the region.¹⁵

Approximately 22.0 percent of the region, 955,855 acres, of privately-held forest land is designated as state wildlife management lands. In addition, approximately 29,000 acres are designated as national wildlife refuges, 66,360 acres as national forests, 13,640 acres as national wilderness areas, approximately 9,100 acres as state parks, 33,400 acres as state preserves. Altogether, this area represents 25.4 percent of the entire region.

In addition to the large forested area, the longest, generally continuous segment of the Florida Trail is routed through the biologically diverse areas of north central Florida. Notable landscape features include swamp forests, slash and longleaf pine forests, and the Suwannee River. The trail passes by numerous fresh water springs, lakes, ponds, and streams throughout the region. Currently, more than half of the Florida Trail is on privately owned lands, principally forest products industry properties.

Given the large amount of undeveloped land and low population densities in the region, resource-based recreation should be emphasized. However, thoughtless development of resource-based recreation within the region's remaining undeveloped natural areas can have significant adverse impacts upon native species and habitats.

Perhaps the best example of a natural area in the region suffering from too much recreation use is the Ichetucknee River. This small clear-water river is heavily used by canoeists and other recreational users. Furthermore, the entire length of the river, save for the area located in Ichetucknee Springs State Park, has been subdivided into one acre lots. Despite a required 75-foot setback contained within county subdivision ordinances, these homes are clearly visible to canoeists using the river. Recreational activity is so heavy on the Ichetucknee that the state has placed limits on the number of canoeists and floaters that may use the river during any one day. However, biologists report that recreational usage of the river still needs to be dramatically reduced in order to prevent erosion of the river banks and loss of bank vegetation eaten by the Suwannee cooter, an endangered specie found in the Ichetucknee River.

Does the Ichetucknee River foretell the future of the Suwannee? In response to concerns over the use and management of the Suwannee River, the Save Our Rivers Program has authorized 80 million dollars over the

next 20 years to the Suwannee River Water Management District for the purchase of lands along the Suwannee for preservation and protection of water quality.

Without the Save Our Rivers program, the Suwannee-Santa Fe river system would most likely develop in a manner similar to the Ichetucknee. Subdivision activity on the Suwannee River is proceeding at an alarming pace. A recent Council study projects that if the same amount of development activity which has occurred on the Suwannee since 1977 continues into the future, 92.0 percent of the entire riverbank will be subdivided into 1.75 acre residential lots by the year 2030. Using the same projection technique for the Santa Fe River, 46.0 percent of the lands adjacent to the Santa Fe will be subdivided into 1.25 acre lots by the year 2030.

The intent of the program is to protect the water quality of the region. In addition to water quality protection, these areas may be used, in certain circumstances, as recreational areas for a variety of resource-based activities. Despite the large amount of money, the entire river cannot be purchased. Rather, what is likely to emerge is a sequence of publicly-owned lands interspersed with farms, single family homes, and higher density residential at designated urban centers. The important question is to what extent and how much of the lands purchased with Save Our Rivers funds should be put to recreational use and what impacts will increased recreational use have upon the Suwannee-Santa Fe river system water quality, habitats, flora, and wildlife it supports?

The Suwannee has not been significantly degraded due to human use. The river's water quality is high and its banks are relatively free of streamside development. Given the projected increase in subdivision activity within the remaining privately-held lands adjacent to the river and the increased state population it is likely that the Suwannee River will be increasingly used as a recreation resource.

A carefully thought-out balance must be struck between recreational use of the river system and the preservation of water quality, habitats, plants, and wildlife. For example, it appears that heavy recreational use of the Suwannee between the Gulf Coast and Manatee Springs State Park is not advisable since it serves as a travel corridor during the spring months for the West Indian manatee. In addition, the Suwannee is the spawning grounds of the Atlantic sturgeon and is considered to be the last major spawning grounds in North America for this endangered fish specie. The sturgeon's travel route and spawning grounds need to be protected for its survival. It may be necessary to designate certain parts of the river as a conservation district or reduce recreational use of the river along their migratory route and spawning grounds during spawning and migratory runs for the preservation of these two species.

The critical status of the Florida panther, Florida black bear, and West Indian manatee appear to be due more to human exploitation than loss of habitat. Although the carrying capacity of the habitats of these species today is less than under primitive conditions, evidence indicates that these mammals were drastically reduced by hunting or trapping much before

there was significant habitat reduction. Populations are probably presently being suppressed at a level below the carrying capacity of remaining north central Florida habitats by continued accidental or deliberate killing. The Florida black bear may still be legally hunted in north central Florida.

Hunters and fishermen are seldom mentioned as a source of concern to species preservation. According to the laws of population dynamics, a particular species will maintain a specific biomass under a specific set of ecological conditions. Those individuals of a species that are eliminated from a population will in turn be replaced by others of the same species that would not otherwise have been able to survive. Fish, as a rule, have a higher reproductive potential than other vertebrate animals, and thus are quickly able to "bounce back" from temporary population losses.

However, if the number of hunters and fishermen increase in direct proportion to the expected population increases of north Florida, the additional pressure might place even more species on the critical list. It may become necessary for additional limits to be placed on the hunting and fishing of native Florida wildlife.

Regional Facilities:

Parks: Ichetucknee Springs, O'Leno, Suwannee River

Special Feature Sites: Devil's Millhopper, Marjorie Kinnan Rawlings

Preserves: Payne's Prairie, River Rise, San Felasco Hammock

Museums: Florida State Museum, Forest Capital, Stephen Foster Folk Culture Center

Registered Natural Landmarks: Devils Millhopper, Payne's Prairie, San Felasco Hammock, Ichetucknee Springs

Wildlife Management Areas: Osceola, Aucilla, Tide Swamp, Steinhatchee, Cypress Creek, Lochloosa, Occidental, Raiford, Cypress Creek, Jena, Lake Butler, Perpetual.

Other: Florida Trail, Save Our Rivers Lands

Agencies: U.S. Environmental Protection Agency, Florida Department of Environmental Regulation, Department of Environmental Resources, Department of Agriculture and Consumer Services, Department of Natural Resources, Department of Health and Rehabilitative Services, Department of Transportation, Game and Freshwater Fish Commission, North Central Florida Regional Planning Council, Suwannee River Water Management District, St. Johns River Water Management District, local governments, Florida Trail Association, Florida Natural Areas Inventory.

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2. Daniel B. Ward, ed., Rare and Endangered Biota of Florida, Vol V, Plants, p. xiii.
3. James N. Layne, Rare and Endangered Biota of Florida, Vol.I, Mammals; North Central Florida Regional Planning Council, Identification of Flood Hazard and Natural Areas of Regional Significance, (Gainesville, FL.: 1985).
4. Herbert W. Kale, II, Rare and Endangered Biota of Florida, Vol. I, Birds, p. 120.
5. Pritchard, ed., p. 120.
6. Ward, ed., p. xiii.
7. Ward, p. 111.
8. Layne, p. x.
9. Layne, p. x.
10. Layne, p. x.
11. H. W. Campbell and S. P. Christman, "The Herpetological Components of Florida Sandhill and Sand Pine Scrub Associations", in N.J. Scott, Jr., ed., Herpetological Communities (Washington, D.C.: U.S. Fish and Wildlife Service, Research Report 13), pp. 163-171.
12. Randy S. Kautz, Criteria for Evaluating Impacts of Development on Wildlife Habitats, Office of Environmental Services, Florida Game and Freshwater Fish Commission, (Tallahassee, FL.: 1985), p. 11.

13. Larry D. Harris, "Conservation Corridors. A Highway System for Wildlife", in Enfo (Tallahassee, FL: The Florida Conservation Foundation, November, 1985), p. 2.
14. L. MacClintock, R.F. Whitcomb, and B.L. Whitcomb, "Island Biogeography and 'Habitat Islands' of Eastern Forest II. Evidence for the Value of Corridors and the Minimization of Isolation in Preservation of Biotic Diversity," in American Birds, Volume 31, pp. 6-16.
15. Department of Natural Resources, Outdoor Recreation in Florida. (Tallahassee, FL.: 1981). pp. 102-103.

STATE GOAL 11: AIR QUALITY

Florida shall comply with all national air quality standards by 1987, and by 1992 meet standards which are more stringent than 1985 state standards.

11.1. Regional Issue/Cluster Title #47: Improving Air Quality

Background Analysis: Currently, north central Florida air quality is good. All counties in the region are considered attainment areas by the Department of Environmental Regulation and in compliance with the federal Clean Air Act. The lack of large concentrations of population and heavy industry in the region contributes to the isolation of sources of air pollution emissions and good air quality. However, the potential exists for degradation. The population of north central Florida is projected to increase by 40.4 percent, from 337,648 to 474,200, between the years 1985 and 2010.¹ Increased population is likely to bring increased point and non-point sources of pollution to the region. Current and potential air quality problems include motor vehicle emissions, controlled burning and wildfires, wind-generated soil erosion, radon gas, motor vehicle emissions, incineration of solid and hazardous wastes, and wind-borne pollutants from other parts of the state.

Preliminary investigation indicates that the ambient air quality in north central Florida is within state and federal standards. Sources of emissions are widely scattered and impacts on air quality are generally localized in nature. All counties in the region are considered attainment counties by the Department of Environmental Regulation (DER). This determination is based upon the results of the ambient air quality monitoring network established by DER in response to requirements set forth by the federal government in the Clean Air Act of 1977. Monitoring stations in north central Florida are located in Gainesville, White Springs, and Jasper.

Sources of pollution emissions can be categorized as area, point, or line sources. Area sources include dust, field and open burning, and residential home heating. Point sources include public utility electric generating stations and manufacturing activities. Line sources include automobile, bus, truck, and rail traffic.

Large-scale point sources of emissions are limited to the Buckeye Cellulose pulp mill near the City of Perry, the Gainesville Regional Utilities Deerhaven electrical generation plant, the General Electric battery facility, also in Alachua County, and the Occidental Agricultural Chemical Products mining operation in Hamilton County. Emissions from these activities are monitored annually by the Department of Environmental Regulation for compliance with state air quality standards. Line sources of emissions in the region are confined to specific segments of the interstate and state highway system and are primarily a function of traffic volume occurring at a given time. Furthermore, some particulates generated by motor vehicles, such as lead, tend to be

larger in diameter and settle within a few hundred yards from their source of emission.²

Potential new sources of emissions requiring examination are resource recovery facilities designed to dispose of solid wastes by high temperature combustion processes. These facilities are increasingly utilized as a method of reducing the amount of nonhazardous solid waste disposed of in landfills.

While a mass burning or a refuse derived fuel facility may be a viable solution to the solid waste disposal problem, there may be some associated adverse environmental impacts upon air quality. Care must be taken in the design and the location of these facilities to minimize adverse environmental impacts.³

Controlled burnings on commercial forest and agricultural land as well as open burning for construction site clearance activities for phosphate mining and building construction may contribute to degradation of the regional ambient air quality. The burning of vegetative matter creates a fine particulate (smoke) that may carry for several miles.⁴ In 1983, agricultural and forested lands represent slightly over eighty percent of the region, comprised of either cropland (21.6%), pasture land (12.5%), or commercial forest (47.6%).⁵ The actual amount of ambient air degradation attributable to controlled burnings is not known. However, it is at least a well-documented nuisance to neighboring residential properties. Historically, residential property owners located within or in close proximity to agricultural lands and private commercial forests have been able to obtain court-ordered relief from controlled burning practices.

In such cases, it has traditionally made little difference to the court which land use was there first. Foresters and farmers have sometimes been required by the courts to modify their business practices and incur substantially higher operating costs so as not to cause a nuisance to newly-developed residential subdivisions.⁶ In 1985, the legislature adopted the Florida Right to Farm Act which addresses this problem by prohibiting normal farming operations from being considered a nuisance. However, the act does not cover commercial timber production.

Acid rain is an issue of regional concern. Two components of air pollution emissions which contribute to the formation of acid rain are particulates and sulfur dioxides, which are generated in significant quantities by point source emitters in the region. Acid rain has been shown to decrease the pH of surface waters and soil with damaging effects to aquatic organisms and plants. In addition, it has a destructive effect on certain man-made structures such as buildings and statues.

The impact of acid rain may on the region is currently unknown. Recent research indicates that soil and surface water acidity is higher in north central Florida than in south Florida. This is partially the result of the decaying vegetative matter from coniferous tree species which are naturally acidic. However, recent research suggests that air emissions

from other parts of the state and nation are contributing to acid rain in north central Florida.

During the summer season, southeast winds transport emissions to the region from south Florida. Emissions generated in north central Florida are transported northward, although on a smaller scale than those received. During the winter season, emissions are transported into the region from the northwest as a result of wind and frontal activity.

Radon gas, a potential cancer-causing agent, is derived from the presence of uranium which occurs in association with phosphorus and phosphate deposits in the subsurface clays. Radon can accumulate in houses constructed in areas with high radon gas emission levels. In addition to naturally-occurring emissions, increased background radiation can result from reclamation practices which mix the subsurface clays and sediments with soils located at or near the surface.

Radon gas levels and radiation exposure can be reduced by capping recontoured overburden and slime ponds with the relatively uranium-free upper overburden soils. It can also be reduced through the use of a toe-spoiling technique. This technique involves placing the materials which may contain radionuclides at the toe of the spoil piles. This effectively places the suspect materials in the deepest part of the mine cuts. Future reclamation then buries this material under deep fill.⁷

The gas enters houses through basements, poorly ventilated crawl spaces, through cracks in concrete slabs, and through pipes. Radon gas levels can be reduced by either closing up the cracks and holes by which the gas enters a building or by increasing building ventilation so it gets out of the building quickly. Current land uses in the region for reclaimed phosphate mines are improved pasture and pine plantations. However, it may be advisable to limit residential construction to those reclaimed lands where the radioactive materials have been buried in the deepest part of the mine cut in combination with increased ventilation and other house construction alterations.

Land use planning and the location of future development can have a direct impact upon air quality. A dispersed pattern of urban development can disperse pollutants and minimize degradation of ambient air quality for a particular municipality or county. However, overall pollutant loadings and region-wide ambient air quality may suffer as the number of vehicle miles travelled to conduct human affairs increases with dispersed patterns of development. Development which is highly concentrated within existing urban areas tends to concentrate pollutants, thereby decreasing ambient air quality within such areas but perhaps improving air quality in rural areas and region-wide by minimizing the number vehicle miles necessary to conduct human activities. Concentrated urban areas can also contribute to lower per capita air pollution emissions through the provision of public mass transit systems.

Regional Facilities: Air quality monitoring stations

Regional Resources: Regional Air Quality

Agencies: U.S. Environmental Protection Agency, Florida Department of Environment Regulation, Department of Community Affairs, Department of Transportation, North Central Florida Regional Planning Council, local governments.

Endnotes:

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3. Fred H. Tschirley, "Dioxin", in Scientific American, Vol 254, No.2, (February, 1986), pp. 29-35.
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5. University of Florida, Bureau of Business and Economic Research, 1985 Florida Statistical Abstract, (Gainesville, FL: The University Presses of Florida, 1985), p. 230.
6. Jacob A. Buescher, Robert W. Wright, Morton Gitelman, Cases and Materials on Land Use, 2nd edition, American Casebook Series, (St. Paul, Minn.: West Publishing Co., 1976), p. 43.
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STATE GOAL 12: ENERGY

Florida shall reduce its energy requirements through enhanced conservation and efficiency measures in all end-use sectors, while at the same time promoting an increased use of renewable energy resources.

12.1. Regional Issue/Policy Cluster Title #48: Energy Resources

Background Analysis: Florida produces only a small percentage of its oil and natural gas requirements. The lessons of the OPEC oil embargo of 1974 have led to the search for effective energy conservation measures and increased use of renewable energy sources such as wood and solar. Renewable resources comprise an increasing share of Florida's total energy consumption. Renewable resources now comprise approximately 6.0 percent of total statewide energy consumption. Wood and wood waste provide the largest portion of currently utilized renewable resources; however, ethanol and municipal solid waste have shown the largest recent usage increase.¹ Renewable sources of energy available in north central Florida include sunlight, wood, and temperature differentials. All three sources have the potential to contribute significant amounts of usable energy to the region.

Other potential renewable energy resources in the region include methane, the byproduct of the composting and decomposition of organic matter, and nonhazardous solid waste. Neither fuel source is used to any significant extent within the region. Certain types of wastewater treatment plants can be equipped to capture methane gas produced in the treatment process and use it to generate electricity to help offset the electrical costs of the plant. The burning of municipal solid waste can also be considered a form of renewable energy resource and is being examined as a potential replacement for the disposal practice of landfilling.

Solar energy is a renewable energy resource that holds potential for the region. There are currently estimated to be over 100,000 solar collectors installed throughout the state. It is expected that this will increase to over 250,000 solar systems by the end of the decade. Florida currently ranks as the second largest manufacturing state for solar collectors and has more installations than all but one state.²

Water heating is Florida's oldest example of harnessing solar energy. Many south Florida homes installed solar water heaters in the early 1900's. By 1950, an estimated 30,000 to 50,000 residential solar water heaters were in use statewide. However, their popularity began to decline in the 1950's due to cheap and readily available oil and natural gas. After the 1973 Arab oil embargo and the subsequent rise in petroleum prices, solar energy has regained its standing as a potential alternative for water heating and space conditioning.³

Solar energy is currently utilized in the region primarily for water heating, clothes drying and, to a limited extent, for air conditioning. In addition, photovoltaic cells provide a means to convert sunlight to

electricity. However, few, if any incentives exist for homeowners or businesses to invest the additional capital for solar water heating.

The Florida Solar Energy Center is presently researching innovative approaches to decrease the cost of photovoltaic collectors for heating water. The Center is also developing passive air conditioning systems.⁴ Efficient use of solar energy implies the use of simpler technology and greater institutional decentralization, which may not be readily supported at present by providers of energy. Public awareness and understanding of the possibilities of solar energy is limited, and solar energy is not promoted in the region. Furthermore, tax incentive programs for the installation of solar energy systems in residences have been eliminated by the federal government.

A primary renewable energy resource used within the region is wood and wood waste. Byproducts from the Kraft process, which produces paper products from wood pulp, can be burned to produce steam which is then used to generate electricity. This technique is currently used by the Buckeye Cellulose Corporation. The use of wood burning stoves and fireplaces is also gaining in popularity. Although these activities contribute to the conservation of fossil fuels, they have the potential to contribute significant amounts of particulate matter to the atmosphere.

Temperature differentials or thermal gradients exploit the contrast in temperatures between the air and water to generate energy. An example of a temperature differential device is the water-to-air heat pump, which uses the generally constant temperature of groundwater to cool buildings in the summer and to heat them in the winter. Heat pumps are energy efficient and are well-suited to small-scale applications such as homes and apartments.

The use of wind as a source of energy in the region is extremely limited due to the variability of its occurrence and speed. However, wind energy has the potential to be applied on a small scale, such as in pumping water for stock and irrigation.

Energy preparedness plans, in the event of a disruption of energy supplies, minimize hardships to all consumers and assure efficient allocation of fuels based on needs and priorities. Interruption of energy supplies can cause hardships to citizens and disrupt productive sectors of the economy which depend on energy for production, processing, and transportation activities. Emergency plans are designed to efficiently allocate fuels to meet essential residential and public needs. Fuels are assigned to industry to prevent unnecessary curtailments of production and assure timely shipment of raw materials and products to state and national markets. Fuels are stockpiled to postpone the impact of short-term disruptions of supply.⁵

Regional Facilities:

Forests
Sunlight
Wind
Groundwater
Wastewater Treatment Plants
Nonhazardous Solid Waste

Agencies: Florida Public Service Commission; Department of Community Affairs, Department of Energy, North Central Florida Regional Planning Council, local governments.

12.2. Regional Issue/Cluster Title #49: Efficient Use of Energy

Background Analysis: North central Florida is still highly dependent upon oil as an energy source. Petroleum products and natural gas provide approximately 90.0 percent of the total energy consumed by the region and coal and coal products provide approximately 6.0 percent. Although estimates vary, approximately 30.0 percent of the petroleum products consumed are for electrical generation while anywhere from 40.0 to 60.0 percent is used for transportation activities. Due to the rural nature of the region, north central Florida may be more dependent upon petroleum products for transportation than the more urbanized areas.

Despite the heavy use of petroleum products, energy conservation efforts can and have saved significant amounts of fossil fuel in the region.⁶ The state's per capita gasoline consumption in 1984 was 464 gallons, a decrease of 15.0 percent since 1978. North central Florida per capita consumption figures, although higher on a per capita basis, experienced a greater percentage decline than the statewide average over the same time period, from 772.8 gallons per capita in 1978 to 592.2 gallons per capita in 1984, a decrease of 23.4 percent. The reduction in per capita gasoline consumption may be due to an increase in the average miles per gallon of automobiles. As older vehicle models are retired, overall fleet efficiencies should improve.

Electricity consumption figures for the region are not readily available. However, statewide electrical consumption figures suggest that there has been no appreciable decline in regional per capita electrical consumption. The 1978 statewide per capita electrical consumption figure was 9,320 kilowatt hours (KWH), compared to a 1983 figure of 9,205 KWH. In addition, residential electrical consumption remained largely unchanged as well. The 1978 statewide per capita residential sector electrical consumption figure was 4,615 KWH, compared to 4,546 KWH in 1983. Part of the explanation for the lack of reduction in per capita residential electricity consumption is likely due to the inefficiencies in the existing housing stock. Although newer homes may be more energy efficient, they constitute a relatively small percentage of the state's total housing stock.

In 1980, Florida electric and gas utilities began a comprehensive program under the direction of the Florida Public Service Commission (FPSC) to reduce energy consumption by actively promoting conservation and efficient use of energy. The FPSC adopted the following goals for utilities subject to the Florida Energy Efficiency and Conservation Act (FEECA) adopted by the state legislature in 1980: (1) The growth rate of peak summer and winter demand will be limited to 72.5 percent of the growth rate of residential customers; (2) The growth rate of annual kilowatt hour sales will be limited to 25.0 percent of the growth rate of residential customers; and (3) Oil consumption will be reduced by 25.0 percent by 1989 so that usage is less than 58,734,000 barrels per year.

The utilities have developed programs approved by the FPSC to meet these goals through demand management and conservation in the end use of energy. Examples of conservation programs include residential energy audits, commercial and industrial energy audits, public awareness and education campaigns, energy loans, appliance efficiency programs, water and space heater conversion programs, water conservation devices, and street light conversion programs.

An emerging new technology which may result in reduced electricity line loss is the use of amorphous metal alloys in distribution transformers. Each year an estimated 400 billion kilowatt-hours of energy are lost worldwide as electrical power is delivered to its users. A significant part of the loss occurs in distribution transformers, devices that reduce the high voltage of the transmission line to the low voltage required for most household and industrial uses.⁷

Transformer cores made of amorphous metal have been introduced into the marketplace and are expected to capture a significant market share within the next few years. A startling 75.0 percent reduction in average core loss can be obtained through its use. The importance of this reduction is demonstrated by the fact that conversion to distribution transformers with amorphous metal cores would save an estimated 40 billion kilowatt-hours annually nationwide.⁸

Promoting the effective and efficient use of all forms of energy is an important task of local and state governments as well. Readily accessible and affordable supplies of energy have allowed the present type and distribution of land uses to evolve without serious consideration of the energy consumption impacts. Although data is not available to document actual energy costs induced by present land use patterns, the potential for long-term energy savings through energy-efficient land use planning appear to be substantial. The impact of new development on future energy and resource consumption patterns must be recognized, analyzed, and carefully considered in the planning and development review process.

Transportation planning has traditionally responded to after-the-fact development patterns. Transportation and land use planning should be integrated to account for the total energy costs of development. Vehicle stops and delays at traffic signals in urban areas consume approximately one-fifth of the total daily fuel consumption in Florida.

Inefficiently timed traffic signals increase vehicle stops, delays, and fuel consumption. Efficiently timed traffic lights allow for uninterrupted traffic flow, reduces idling, stopping, travel time, and the use of fuel. Improving road design to provide dedicated turning lanes also increases highway capacity and reduces fuel consumption. The development and organization of car pools is a potential method to save energy.

The Florida Energy Efficiency Code for Building Construction was adopted as part of the standard building code in 1981 and is in effect in all north central Florida local governments. This code establishes minimum required energy efficiency levels for new construction. While the code is an important element of an energy conservation policy, positive inducements could be used to further energy efficiency in construction. Few local governments provide through development regulations incentives for energy conservation design such as the use of solar water heaters, passive or active solar heating and cooling, energy-efficient landscaping, or solar orientation in building and subdivision platting.

Regional Facilities:

Deerhaven electrical generation plant (Gainesville)
Electrical generation plant (Starke)
Electrical generation plant (Ellaville)

Agencies: U.S. Department of Energy, Florida Department of Community Affairs, Florida Public Service Commission, Florida Power and Light, Florida Power Corporation, Central Florida Electric, Clay Electric, Suwannee Valley Electric, Tri-County Electric, North Central Florida Regional Planning Council, local governments.

Endnotes:

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3. The Solar Collector, Florida Solar Facts, Number 16, Cape Canaveral, FL.: Spring, 1980.
4. The Florida Solar Energy Center, telephone interview with Ms. Ingrid Melody, public relations, September 24, 1986.

5. Florida Department of Administration, Division of State Planning, The Florida State Comprehensive Plan, Energy Element, (Tallahassee, FL.: October, 1977).
6. North Central Florida Regional Planning Council, Energy Analysis of the North Central Florida Region, (Gainesville, FL.: 1979).
7. Joel P. Clark and Merton C. Flemings, "Advanced Materials and the Economy," Scientific American, Vol. 255, No.4 (October, 1986), p. 55.
8. Ibid.

STATE GOAL 13: HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE

All solid waste, including hazardous waste, wastewater, and all hazardous materials, shall be properly managed, and the use of landfills shall be eventually eliminated.

13.1. Regional Issue/Cluster Title: #50: Reduce Hazardous Waste and Materials

Background Analysis: Given the region's almost exclusive dependence upon groundwater for drinking water and irrigation, the protection of water resources and the public water supply from hazardous waste and materials contamination is crucial. North central Florida currently has no facilities for the collection, storage, treatment, or disposal of hazardous waste. The development of adequate off-site waste management facility services within the region is an important component of hazardous waste management within the region.

In accordance with recent legislation, the Council and county governments are conducting county and regional hazardous waste assessments to identify and estimate the amounts, types, and sources of hazardous waste generated within the region. Storage and disposal methods are also being surveyed. The major goal of the assessment is to determine the hazardous waste management practices of small quantity generators (SQG's). SQG's are defined as those generators who produce less than 2,200 pounds per month of hazardous waste. Currently there are limited options available to small businesses for the proper disposal of hazardous wastes.

By estimating the types and quantities of hazardous wastes generated, the need for effective waste management practices and off-site services can be determined. Based on the county findings, the Council will prepare a needs assessment and designate at least one site where a regional storage or treatment facility could be located. Counties have previously designated at least two sites for the possible location of storage transfer facilities.

In 1985, the legislature established a grant program for local governments to encourage the construction of local hazardous waste collection centers. Once established, these facilities would provide a service to homeowners, farmers, and small businesses which generate small quantities of hazardous waste by providing a proper disposal alternative.

Preliminary results from the study indicate that annual hazardous waste generation in the region is considerable. In 1985, 951 small quantity generators reported generating 5,771,597 pounds of hazardous waste. Of this amount, 761,332 pounds require further management to insure its proper disposal. Approximately 75.0 percent of all hazardous waste produced by SQG's in the region is comprised of waste oils and greases, lead-acid batteries, and spent solvents. It is important to recognize that these figures do not include unreported or domestic hazardous waste.

Household generated hazardous wastes are currently exempt from hazardous waste regulation. No estimates are available regarding the amount of household generated hazardous waste disposed in landfills in the region; however, it is suspected to be significant.

Existing landfills may represent a hazardous waste problem. Prior to 1974, hazardous wastes were allowed under state law to be disposed of in sanitary landfills and dumps. An estimated 386 tons of hazardous wastes were placed in landfills statewide. Of 168 tons which are considered to be toxic due to high cadmium concentrations. The remaining 218 tons are wastewater treatment sludge from electroplating operations. Hazardous waste still finds its way to sanitary landfills. Most landfill operators in the region indicate that, while they do not normally accept hazardous wastes, many domestic hazardous wastes such as pesticides, paints, and thinners probably slip by. Most landfill employees have not received any training regarding the monitoring of hazardous waste disposal.

Potential exists within the region for hazardous waste spills from the transportation of hazardous waste to out-of-state treatment and disposal sites. Since 1983 it has been unlawful to dispose of hazardous waste within the state. Florida is a net exporter of hazardous waste. Approximately one percent, 25,962 tons, of the hazardous waste generated in Florida was shipped out of state for treatment, storage, or disposal in 1982 (7,113 tons were also imported for treatment or storage at Florida facilities).

Although data is not readily available, it is suspected that a large percentage of the state's exported hazardous waste is transported through the region. The Peacetime Emergency Plan for the State of Florida requires notification of all spills regardless of size to Florida Department of Community Affairs' Division of Emergency Management (referred to as the State Warning Point). A 24-hour hotline telephone number is available for the reporting of all such spills. It is the responsibility of the spiller to pay for the clean up. Most of the big haulers already have someone contracted to clean up any hazardous waste spills. Smaller haulers are provided a list of private contractors who can clean up the spill.

There are 17 reported cases of leaking underground tanks in north central Florida. Most of these are associated with gasoline service stations.¹ Reports of groundwater contamination by underground fuel tanks prompted the state legislature to include a tank regulation program in the Water Quality Assurance Act of 1983. This act authorizes the Florida Department of Environmental Regulation (DER) to regulate liquid "pollutants" such as petroleum products, pesticides, ammonia, chlorine, and derivatives thereof.

However, the state program established since the passage of that act does not regulate all underground storage tanks. Instead it is limited to motor vehicle gasoline stations, aircraft, rail, and marine filling stations. State regulations also do not require annual pressure checks of underground storage tanks for leaks as is common practice in many other states. Detection of leaks under State rules is accomplished by

mandatory inventory measurements for each day the product is added or removed, use of in-ground pollution monitoring devices at new facilities, and the retrofitting with these devices at existing facilities. These records are used to quickly detect large losses of product due to drastic tank failure, and to detect smaller leaks over a long period of time.

Two hazardous waste EPA SuperFund sites are found in the region. These are the Brown Wood Preserving Company site located near Live Oak and the Cabot Carbon/Koppers Corporation site located in Gainesville. Both sites were contaminated by the improper treatment of wastes by local industries which are no longer in business at these sites. Final cleanup of these sites is scheduled for completion before 1990.

The cleanup costs for these sites is anticipated to be very expensive, potentially costing millions of dollars. In an effort to prevent such expenditures in the future, the 1980 amendments to the Florida Resource Recovery and Management Act committed the State of Florida to a comprehensive waste management program. The law provides for regulation of hazardous wastes from its generation through final disposition (cradle to grave).

The act establishes a manifest system to track hazardous waste, requires all who deal with hazardous waste to notify the Florida Department of Environmental Regulation and requires permits for all treaters, transporters, storers, and disposers of hazardous waste. The law also creates a trust fund to provide for the clean up of hazardous waste spills and dumps, established an excise tax on generators of hazardous waste based on the cost of treatment, storage, or disposal, provided a procedure for the siting of hazardous waste disposal facilities, and established fines and penalties levied against violators of the law.

The legislature has also established the Amnesty Days program which provides for the collection of hazardous wastes on a one-time basis from homeowners, farmers, schools, state agencies and other SQG's. The program schedules "Amnesty Days" around the and during which participants can properly dispose of up to one drum or 450 pounds of hazardous waste free of charge. Reduced disposal rates are available through the cooperative service program for those with waste in excess of one drum. Since 1984, 14,00,000 pounds of hazardous waste has been collected from 10,000 participants statewide. The Department of Environmental Regulation conducted the Amnesty Days program in north central Florida in October and November, 1986.

Regionally Significant Facilities:

All active and inactive sanitary landfills and dumps
All EPA SuperFund sites

Agencies: United States Environmental Protection Agency, Florida Department of Community Affairs, Department of Environmental Regulation, North Central Florida Regional Planning Council, local governments, water management districts.

13.2. Regional Issue/Cluster Title #51: Wastewater and Solid Waste Treatment and Disposal

Background Analysis: Due to the potential of groundwater contamination, the adequacy of wastewater treatment and solid waste disposal methods constitute regional concerns of the highest magnitude. Virtually all of the region's drinking water is drawn from groundwater resources. High water tables and/or poor soil conditions predominate. The region has large expanses of land area where high quality potable water aquifers are at or very near the earth's surface.

The environmental sensitivity of the region to groundwater contamination has created problems for those units of local government charged with the responsibility of providing safe and sanitary wastewater treatment and disposal of solid wastes. At this time, several public landfills are experiencing serious groundwater contamination problems. Examples include the contamination of domestic wells by the Alachua County landfill west of Archer and the flooding of the Gilchrist County landfill. Madison County is under a court order to clean up their landfill. In addition to groundwater contamination problems, the region's landfills are rapidly reaching their capacity. Nine of the region's eleven active landfills have an estimated life of less than ten years.

In addition to the problem of groundwater pollution by existing landfills, local governments must also address the recently adopted State rules governing landfill operations. At this time, all eleven active landfills in the region must install plastic liners or their equivalent in order to meet the new DER regulations. A DER estimate for meeting the new requirements using liners is estimated at approximately \$60,000 per acre. For one county in the region, this translates into an estimated 105.0 percent increase in costs for handling solid waste.

While all counties in the state are affected by the new requirements, the rural counties of north central Florida simply do not have the tax base to absorb the increased costs. For example, 4 of the region's 11 counties have reached the 10 mil property tax rate cap while an additional 5 counties are between 75.0 to 100.0 percent of their millage caps.

The life of a landfill can be extended by reducing the size of the waste stream. Resource recovery activities of all types are expanding rapidly throughout Florida. In 1976 the Department of Environmental Regulation designated 18 counties in the state to plan for and implement resource recovery programs.² Alachua County is the only designated county in the North Central Florida Region and is currently seeking citizen and consultant input on various forms of resource recovery including recycling and a mass burning facility.

While a mass burning facility may be a viable solution, there may be some associated adverse environmental impacts. Problems include increases in air pollution emissions, particularly dioxins. Emissions can be further exacerbated by uneven burning and the residual ash can be more toxic than

the original materials. Furthermore, mass burning will not completely eliminate the need for landfills. Landfills will still be needed to receive ash produced in the burning process as well as unburnable materials that are not recycled.

In addition to the threats to water quality posed by landfills, wastewater represents a potential pollution source. Current wastewater management techniques promulgated within the region involve the removal of solids from the wastewater stream and the application of the liquid portion on pasture, croplands, and golf courses through spray irrigation. The solid portion, or sludge, is disposed in landfills.

Regionally Significant Facilities:

All active and inactive sanitary landfills, dumps, and EPA SuperFund sites
All Wastewater Treatment Plants
All hazardous waste transfer stations.

Agencies: Florida Department of Environmental Regulation, North Central Florida Regional Planning Council, local governments.

Endnotes:

1. Florida Department of Environmental Regulation, "Florida's Tank Program...Moving Forward," Waste Watcher, Vol. 6, No. 2, Fall, 1985, p. 2.
2. Florida Department of Environmental Regulation, State of Florida Resource Recovery Activity Report, (Tallahassee, FL.: 1985).

STATE GOAL 14: MINING .

Florida shall protect its air, land and water resources from the adverse effects of resource extraction and ensure that the disturbed areas are reclaimed or restored to beneficial use as soon as reasonably possible.

Background Analysis: Mining activities occurring in north central Florida include phosphate, lime rock, sand, gravel, clay, and peat. Open pit limestone quarries can be found in Alachua, Dixie, Lafayette, and Suwannee counties. In addition, there is currently a proposal for peat mining in Madison County and an expansion of heavy mineral mining in Bradford County.

A heavy mineral sand mine operation is proposed along the borders of Duval, Baker, Clay, and Bradford County in an area known as the "Maxville Site" which comprises approximately 7,500 acres. In Florida, heavy mineral bearing sands occur on the surface of the ground extending downward 20 to 27 feet. Heavy mineral content of the sand is usually only two to four percent, and large-scale mining techniques are required to operate an economically viable mine. At the Maxville site, the mine company, E.I. DuPont, proposes to harvest the timber, clear the land and stockpile the topsoil, dig a small pond, construct a large dredge and a separating plant, known as a wet mill, and begin operations. The dredge will dig the heavy mineral bearing sand at one end of the pond and pump it through a floating pipeline to the wet mill. Here the small amount of heavy minerals will be removed and pumped ashore. The large volume of remaining sand will be pumped immediately to fill in the opposite end of the pond. Thus the small pond will advance gradually through the ore body. As dredging progresses, topsoil will be replaced over the mined sand and forestry operations will be resumed.¹

Preliminary plans are for the Maxville mine to produce approximately 150,000 tons per year of titanium minerals, 75,000 tons per year of staurolite, and 40,000 tons per year of zircon. Mining is proposed to begin in 1990 in Baker County, near its border with Bradford and Clay counties, and will continue for an estimated 27 years. DuPont mining operations currently employs approximately 275 people at its Florida plant. This number will not change significantly because when the Maxville mine begins operation, one of the existing sites will shut down and approximately 50 people will change work location.

However, by far the most extensive and economically important mining activity in the region is land pebble phosphate mining, conducted by Occidental Chemical Agricultural Products, Inc., (OXY). The land holdings of OXY are located in Hamilton County, approximately 60 miles west of Jacksonville, and 40 miles south of Valdosta, Georgia. The current activity area is located immediately north of White Springs, and generally south and east of Jasper, encompassing about 100,000 acres. Other existing or potentially valuable deposits in the region recognized by Mansfield (1942) include an area of about 16,000 acres in Bradford County between Brooker and Hampton, and along Olustee Creek in Columbia and Union counties.²

Within this area, lands excluded from mining include: (1) the 100-yr floodplain of the Suwannee River; (2) the floodplains of major creeks for at least 0.5 miles upstream from each creek's confluence with the Suwannee River; and (3) a 500-foot radius of any third-magnitude or larger spring or any major sinkhole. Within the mine area, several tributaries provide drainage to the Suwannee River: Rocky Creek, Hunter Creek, Roaring Creek, Long Branch, Four Mile Branch, Sal Marie Branch, Swift Creek, Camp Branch, Jerry Branch, Sugar Creek, Ratliff Creek, and several small unnamed creeks. Some mining and associated support facilities are within these stream systems.

The acquisition of phosphate reserves in Hamilton County was initiated in the early 1960's. OXY currently operates two phosphate mines and two agricultural chemical complexes. The Suwannee River Mine began production in 1965 with the Suwannee River Chemical Complex beginning production in 1966. The Swift Creek Mine began production in 1975 and the Swift Creek Chemical Complex began production in 1979. Most of the rock produced by the continuing mining operations will be used by the existing Suwannee River and Swift Creek chemical complexes. If the necessary permits can be obtained to mine wetlands containing minable reserves which have been identified, OXY plans an estimated average production rate of 4.6 million tons of phosphate rock per year through mine-out of the Suwannee River Mine. After that time, production is expected to drop to an average of 1.7 million tons per year until mine-out of the Swift Creek Mine.³

In north central Florida, pebbles and grains of phosphate minerals occur throughout the sediments of the Hawthorn Formation and also occur as concentrations in lenses or other irregular bodies. Pirkle (1967) reported on important occurrences of pebble phosphate in the upper part of the Hawthorn Formation near Gainesville in Alachua County. This zone of phosphatic materials varies in thickness from a few feet to 30 or 40 feet and consists largely of pebbles and grains of phosphate embedded with varying combinations of sand, clay, and carbonate materials. Reserves between 30 and 50 million tons are cited for Alachua County with a grade exceeding 50.0 percent Bone Phosphate of Lime (BPL) in recoverable phosphorous.

The hard rock phosphate deposits of Florida are roughly confined to a north to south belt along the middle of the peninsula from the Georgia border to the middle of Marion County. This concentration is largely controlled by the Ocala Uplift. The Ocala Uplift is an elongated anticlinal fold or arch stretching some two hundred miles long and seventy miles wide. The axis lies a few miles west of Alachua County. The hard rock phosphate concentration occurs primarily on the central portion of the Uplift in an area one hundred miles long and thirty miles wide covering the total area of some 15,000 square miles. These hard rock deposits are found in fifteen counties including Alachua, Columbia, Gilchrist, Levy, and Suwannee in this region.

In the 1890's and early 1900's, hard rock phosphate production flourished because, with naturally occurring high phosphate percentages, it was ideal for export as washed and screened rock. As beneficiation techniques

were improved for the large deposits of land pebble phosphate, hard rock production declined. Neither the production of hard rock nor soft rock phosphates since 1942, has contributed a significant amount to the phosphate industry. Under changed economic conditions, the hard rock phosphate reserves of the state may again be mined. Renewed activity in hard rock deposits depends upon several factors which includes: (1) Depletion of present premium grades (74.0 % Bone Phosphate of Lime and above) and quantities of land pebble deposits; (2) Reduced transportation costs; and (3) Minimum competition from other sources of phosphates.⁴

Site preparation for mining includes removal of structures and vegetation, ditching, and demucking. This preparation is accomplished in order to provide a smooth, stable surface from which to operate the walking dragline. This site preparation begins as much as a year or two before mining and intensifies as the dragline approaches the area to be mined.

Electric-powered walking draglines with 30 to 45 cubic yard capacities are capable of removing about 1,000 cubic yards of phosphate matrix per hour. Work usually continues 24 hours a day except during maintenance or other operational shutdowns. The 5- to 25-foot thick matrix contains about 20.0 percent clay, 60.0 percent sand, and 20.0 percent phosphate ore. It is covered with an overburden 10 to 30 feet thick. Mining cuts usually range from 250 to 400 feet in width and up to several hundred yards in length.

As the overburden is removed it is side-cast into adjacent cuts; then the matrix is mined and deposited in a suction well or sluice-pit. "Pit-cars" deliver a high pressure (200 PSI) stream of water at 10,000 gallons per minute (GPM) through hydraulic monitors which slurry the matrix, while centrifugal dredge pumps remove and transport the ore to the washer through miles of pipeline at a rate of 15,000 GPM. At the washer, the primary slimes (clay waste) are separated from the large rock and mudballs (waste), the pebble phosphate rock, and the recovery-plant feed. Trommel screens remove mud and clayballs; whereas, log washers disintegrate the remaining clay chips. Vibrating, shaker-washer screens separate oversize pebble from the recovery plant feed which continues to the flotation plant.

In the flotation process, materials are selectively separated with various reagents (fatty acids, amine, ammonia, and kerosene). Sand waste is pumped by slurry to a sand tailings disposal or settling area. Additional slimes are circulated through a thickening pond to decrease water entrainment and correspondingly decrease settling-storage pond acreage and shorten recycling time of reclaimed water. Sulfuric acid, caustic soda, and ammonia are added to the flotation system at various times for pH adjustment. The final phosphate concentrate from the beneficiation plant is either sold or conveyed to the chemical plant for further processing.

The mining and beneficiation stages of the phosphate operations create large open areas of water-filled pits, hydraulic canals, drainage ditches, and impounded settling and disposal areas. The final phosphate

concentrate produced from the beneficiation operation, when transported to the chemical plant, can be converted and further concentrated to make superphosphates, triple and granular triple, ammonium phosphates, and phosphoric acid.

Molten sulfur is shipped in to produce sulfuric acid for use in solubilizing the phosphate rock in the conversion to wet-process phosphoric acid. Byproducts and impurities of gypsum, hydrofluoric acid, fluosilicic acid, and silica are evolved and must be filtered off or removed by wet scrubbers. Contaminated water and byproducts are circulated through a gypsum pond settling area where the decant is allowed to overflow and is returned to the plant for reuse. Further concentration of the phosphoric acid by evaporation volatilizes some acid and minor impurities which enter a barometric condenser and are recirculated through the gypsum pond. Clarification requires time and temperature to induce chemical precipitation which, along with physical separation, yields more byproducts such as iron and aluminum phosphates, soluble gypsum, and fluosilicates, all of which must be removed.

A hydraulic system which covers a large surface area is used to recirculate the waters involved in mining, transportation to the beneficiation plant, primary washer stages, disposal of clay wastes and sand wastes, and land reclamation. Floridan aquifer water is pumped into the phosphatic clayey waste storage-settling areas (slime ponds) until a level is attained that optimizes drainage and flow through the hydraulic system. Phosphatic clay wastes are deposited at one side of these ponds and hydraulic gradients cause the water released from dewatering of the wastes to overflow on the opposite side of the pond through a spillway into a hydraulic ditch. Ditches surrounding the storage-settling ponds and some mining areas are designed to transport recycled water and dike- and pond-seepage back to the plant. This water is then pumped into the plant or to slurry lines to be reused. Once operating levels are attained, most of the water associated with the phosphate operation is recycled (about 305 MGD); whereas, about 30 MGD are pumped from the Floridan aquifer for makeup.⁵

14.1. Regional Issue/Policy Cluster #52: Reclamation of Mined Areas

Mining can be viewed as a temporary land use. When the valuable ore has been extracted, the mining process stops. The OXY mining activities at its Swift Creek and Suwannee River mines are anticipated to cease in 30 years. What shape will this land be in and what activities will the land be able to sustain after mining activity?

The most significant results of mining activities is the wholesale disruption and destruction of the existing natural systems. State law requires the reclamation of phosphate mined lands to a state approximating the original conditions (Section 211.32, Florida Statutes; Chapter 16C-16, FAC). It should be noted that reclamation is not the same thing as restoration. Restoration is the replacement of surficial contours, vegetative communities, and habitats as they existed prior to the mining activity.

Phosphate mine reclamation consists of four widely used techniques: (1) Sand tailings fill, in which mined cuts are backfilled with sand tailings from the flotation process; (2) clay waste fill, in which slime ponds are progressively drained, and the remaining clay precipitate is compacted and seeded (dikes that were formerly around the ponds are spread and graded away from the clay layer to form smooth contours); (3) overburden fill, in which overburden from other mining areas is used to fill mined cuts; and (4) water body construction, where mined cuts are filled with water to create lakes.

In addition, there are several experimental reclamation techniques: (1) sand-clay mix fill, in which sand tailings and clay precipitate are mixed and applied to mined cuts (it is thought that this mix provides a stable soil mix conducive to vegetation growth); (2) the establishment of a sand tailings and overburden cap that will apply a compaction stress sufficient to achieve approximate ground level storage of material that would otherwise produce an area with an increase in postmining elevation; and (3) a rotary screen process that decreases the time necessary to partially dewater the clay waste.⁶

Reclamation efforts to date on OXY lands have replaced areas of uplands and wetlands with uplands, wetlands, and lakes. The lakes appear to have been beneficial for migratory waterfowl and other bird species. The lakes are also used for recreational fishing. While this may have a favorable impact on fish and wildlife resources, it may also have an adverse impact upon large fur bearing species such as the threatened Florida black bear, which seek privacy.

Regional Resources:

Hard rock phosphate
Land pebble phosphate
Gypsum
Limestone
Dolomite
Clay
Titanium
Zircon
Staurolite
Gypsum
Oil
Natural Gas

Agencies: U.S. Army Corps of Engineers, Florida Department of Natural Resources, Department of Environmental Regulation, North Central Florida Regional Planning Council, Suwannee River Water Management District, St. Johns River Water Management District, local governments.

14.2. Regional Issue/Policy Cluster: #53: Mining Regulation

Background Analysis: The economic health of the mining industry, particularly of the phosphate mining industry is important to the development and enforcement of mining regulations. This concern arises from the problem of insuring completion of reclamation plans beyond the life of the mine. Certain local ordinances regulating mining have included financial responsibility provisions requiring the posting of a performance bond to ensure that reclamation occurs according to the approved master plan submitted by the mine operator. The 1986 Legislature created detailed provisions regarding financial responsibility for reclamation of phosphate mined lands.

The OXY mining complex in Hamilton County is of significance to the economies of Hamilton, Columbia, and Suwannee counties, as well as the State of Florida. It is estimated that approximately 24.0 percent of all jobs in the three county area are attributable directly or indirectly to OXY, as are 36.0 percent of the total salary and wage incomes.⁷

The mining and chemical processing operation employs 2,150 workers at full employment and directly adds about \$48.2 million per year (in 1982 dollars and not including fringe benefits of about 30.0 percent of payroll) to the earned income of the three counties of immediate impact and other counties in north Florida. It is further estimated that each direct job at OXY's facilities adds 3.66 additional full-time equivalent indirect and induced jobs in Florida with 1.99 of these additional jobs located within Columbia, Hamilton, and Suwannee counties. In addition, for each dollar of direct salaries resulting from the OXY operation, an additional \$2.68 of indirect and induced income is generated in Florida. Approximately \$1.09 of this indirect and induced income is earned by people living within the three county area, and the other 1.59 dollars is earned by people throughout Florida.⁸

OXY's contribution to state and local taxes is \$31.5 million and \$14.9 million, respectively, on an annual basis. This local tax figure comprised approximately 32.0 percent of all local government revenues in the 1981-1982 fiscal year.⁹

Other mining activity in the region includes the mining and production of crushed stone in Alachua, Suwannee and Taylor counties. The value of the stone produced in 1981 was nearly \$7 million.¹⁰

Local regulation of mining is accomplished by ordinance in three counties in the region, Alachua, Columbia, and Hamilton. The Alachua County ordinance, adopted in 1975, regulates all types of mining. The ordinance requires a complete description of the surface and subsurface features at the proposed site, the submission of a master mining and reclamation plan, and the posting of reclamation performance bonds to ensure financial responsibility of the operator. Annual reviews of the operation are conducted, and site inspections may occur at any given time. One unique provision is the requirement of separation of the mined layers of topsoil, clay and sand layers, to be replaced during reclamation in the original sequence in which they were removed.

The Hamilton County ordinance, adopted in 1981, essentially mirrors the requirements of the state standards set forth in the state regulation (Chapter 16C-16, FAC). One requirement of the Hamilton County ordinance is the provision of an annual report to the local government that indicates mining and reclamation activities for the previous year and giving estimates of those activities for the current year.

Regional Natural Resources:

Hard rock phosphate
Land pebble phosphate
Gypsum
Limestone
Dolomite
Clay
Titanium
Zircon
Staurolite
Gypsum
Oil
Natural Gas

Agencies: U.S. Army Corps of Engineers, Florida Department of Natural Resources, Department of Environmental Regulation, North Central Florida Regional Planning Council, Suwannee River Water Management District, St. Johns River Water Management District, local governments.

14.3. Regional Issue/Policy Cluster #54: Environmental Protection

Background Analysis: Resource extraction techniques may not only consume vast amounts of water, but may also disrupt normal drainage patterns, change chemical characteristics of water, and create new water bodies. The soil characteristics and hydrology of forested wetlands may be altered where extraction processes occur, and characteristic plant and animal populations may be adversely affected.

Surface and groundwater consumption and contamination associated with mining are a major concern, especially with sand and peat excavation sites. Pollutants are released from peat, thus contaminating the water supply, and sand mining consumes vast amounts of water and may cause water pollution as well. Resource excavation can substantially alter watershed conditions when wetlands and small stream channels are disrupted. Effluent discharges to nearby streams can adversely impact the biological balance of the system, and cumulative effects of these discharges may prove to be significant. Groundwater hydrology may be altered, and the quantity of water in the shallow aquifer may be decreased enough to lower water levels.

Mining operations in floodplain areas can pose environmental problems. This is partially due to the greater probability of water contamination of the surficial aquifer when borrow pits are formed with direct connection to the high water table in floodplain areas. If the resource excavation area is near a lagoon and/or the ocean, excavation in areas of a high water table may encourage saltwater intrusion. In addition, improperly reclaimed borrow pits may provide physicochemical, biological, and topographic conditions which are conducive to the development of eutrophic and/or anaerobic conditions which reduce the mined area's suitability as fish and wildlife habitat.

Regional Natural Resources:

Hard rock phosphate
Land pebble phosphate
Gypsum
Limestone
Dolomite
Clay
Titanium
Zircon
Staurolite
Gypsum
Oil
Natural Gas

Agencies: U.S. Army Corps of Engineers, Florida Department of Natural Resources, Department of Environmental Regulation, North Central Florida Regional Planning Council, water management districts, local governments.

14.4. Regional Issue/Policy Cluster # 55: Environmental Health Care Protection

Background Analysis: Environmental concerns resulting from mining go beyond the detrimental effects to the physical environment. Important considerations are hazards to human health which can occur during or as a result of mining. Potential health hazards include contamination of domestic water supplies, the generation of hazardous wastes, and the effects of higher levels of radiation found in mined and reclaimed lands.

During the mining process, as the overburden is removed, the resultant open pits are "dewatered". This is accomplished through the construction of drainage ditches, which channel the water generally found from 3 to 18 feet below the surface away from the pit. This water comprises the surficial aquifer, which is typically composed of unconsolidated sands and lenses of clay. The effect of dewatering is the lowering of the water table, and the removal of the surficial aquifer in the vicinity of the mined area. Reclaimed lands may, when compared to premining conditions, have a greater probability of contaminating the aquifer. Once the site is reclaimed, depth to water table may change where the

landform assumes a different configuration, and changes in the composition and compaction of the overburden can alter recharge and subsurface flow characteristics in reclaimed areas.

Phosphate mining does not generate hazardous wastes. However, closely associated with phosphate mining are chemical plants and operations for the beneficiation, or concentration of the phosphate ore. The beneficiation process involves the generation of a quantity of hazardous waste in the form of spent laboratory reagents used in testing and other chemical processes. OXY reported the generation of approximately 24.5 tons of hazardous waste in 1985.¹¹ The hazardous waste is comprised primarily of spent laboratory reagents (21.9 tons) and ignitable paint waste (1.25 tons). Also for 1985, OXY reported recycling 23.5 tons of waste oils and greases. OXY is currently in compliance with applicable regulations.¹² However, many hazardous wastes are acknowledged as carcinogenic and, if accidentally introduced into the groundwater, could become a problem.

One final potential health problem resulting which may result from mining is an increase in background radiation resulting from the disturbance and exposure of subsurface clays and sediments that have measurable levels of radioactivity. Radiation is derived from the presence of uranium which occurs in association with phosphorus and phosphate deposits.

Reclamation of mined lands which mixes surface and subsurface materials can result in increased background radiation levels. Uranium breaks down into radium, a potential cancer-causing agent. However, current evidence is inconclusive as to the associated health hazards. Research is being conducted to determine the effects of long-term exposure to low-level doses of radium.¹³ Current land uses in the region for reclaimed land are improved pasture and pine plantations. These uses minimize prolonged human exposure to the higher radiation levels.

Regional Natural Resources:

Hard rock phosphate
Land pebble phosphate
Gypsum
Limestone
Dolomite
Clay
Titanium
Zircon
Staurolite
Gypsum
Oil
Natural Gas

Agencies: U.S. Army Corps of Engineers, Florida Department of Natural Resources, Department of Environmental Regulation, North Central Florida Regional Planning Council, water management districts, local governments.

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11. Hamilton County Hazardous Waste Assessment, North Central Florida Regional Planning Council, (Gainesville, FL.: 1986).

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STATE GOAL 15: PROPERTY RIGHTS

Florida shall protect private property rights and recognize the existence of legitimate and often competing public and private interests in land use regulations and other government action.

15.1. Regional Issue/Policy Cluster Title #56: Protecting Property Rights

Background Analysis: Equality under the law, the right to due process, and the right to compensation for the taking of private property comprise the fundamental property rights set forth in the United States Constitution. The laws of Florida, which more directly regulate private property rights than federal law, reflect these constitutional guarantees. The rights of an individual to use or develop his property as he wishes, however, can be limited by government in order to protect the health, safety, and welfare of the community and its citizens as a whole.

Public controls on the use of land have been in existence to some degree as it is sometimes necessary for government to limit an individual's use of land for the protection of the rights of affected private landowners or in order to protect the health, safety, and welfare of the community and its citizens as a whole. Before the enactment of zoning ordinances and land use laws, the primary constraints on land use were embodied in nuisance law. Property owners who felt that another individual or adjacent property owner was infringing on their right to the peaceful and quiet enjoyment of their land had no legal recourse but to take the offending individual to court under local nuisance laws. Cities enacted zoning ordinances, at least in part, to prevent certain obvious forms of nuisances from occurring in the first place. Thus, the first zoning ordinances provided a standard of protection for property owners from common nuisances.

Other forms of regulation soon followed. Cities began to formalize and limit the number and location of curb cuts, or access points, from private property to public roads for the safety of the motoring public. Building construction setback lines were established for better visibility on busy streets and for future highway widening. Setback lines were mutually advantageous to both the public and affected property owners as they reduced the cost of land acquisition for government and prevented individuals from losing their home when the roadway had to be widened. Minimum lot sizes for properties using septic tanks were established in an effort to protect the public from contagious diseases found in human effluent.

Land is now regulated or acquired for a multitude of public purposes such as regulating drainage, protecting water quality, preserving the environment, and protecting critical plant and animal species. Sometimes the regulations appear so complicated that its difficult to understand how the regulation does what it is supposed to do and/or the reason behind the regulation in the first place. Even when the public does understand, individuals often disagree with the effectiveness of the regulation or its original intent.

Property values and the economic use of land in north central Florida depends upon a regulatory environment which strikes a proper balance between controlling the externalities of human activities and preserving private property rights. Externalities produced by one property owner, such water pollution by industry, can have significant adverse, even disastrous impacts, upon another industry, such as fishing. Farming and forestry both require the application of chemicals to the ground in order to produce commercially viable crops and trees. The impacts, or externalities, of this action may include reduced surfacewater quality due to runoff containing domestic livestock wastes as well as fertilizers, pesticides, and herbicides used in agricultural production. Polluted waters entering the Suwannee River System and the coastal marsh could have an adverse economic impact on the coastal fishing industry as well as resource-based recreation and tourism.

Other examples of externalities include the construction of housing and other structures along the Suwannee River System. Houses constructed close to the riverbank can have an adverse impact upon the river system's wilderness setting or otherwise adversely affect river aesthetics so as to reduce the river system's value as a tourist attraction. Residential developments located within or in close proximity to agricultural lands and private commercial forests can, through nuisance laws, adversely impact agricultural and silvicultural production management practices such as aerial applications of fertilizers, herbicides, and pesticides as well as controlled burning practices.

Unfortunately, land use regulation is an area of law which is not precise due, in part, to the many-varied forms of human activity and the uniqueness of individual properties. Government regulations which may be deemed a violation of property rights for one piece of land may not lead to a similar violation next door.

In addition, government policies and implementation devices can differ widely among counties and from city to city within a single county. Government needs to ensure a good fit between regulations and property rights. This means that comprehensive plans must have a close fit with both state and federal constitutional guarantees. Implementing devices, such as zoning ordinances and subdivision regulations, should be limited to enacting the comprehensive plan. Finally, an administrative appeals mechanism needs to be established which provides a method of relief for individuals from regulations when, due to unique circumstances, the regulation is unreasonably restrictive upon an individual.

Regionally Significant Facilities:

State and Federal court systems

Agencies: State and federal court systems, all state regulatory agencies, Florida Attorney General, Florida Department of Community Affairs, North Central Florida Regional Planning Council, water management districts, local governments.

STATE GOAL 16: LAND USE

In recognition of the importance of preserving the natural resources and enhancing the quality of life in the state, development shall be directed to those areas which have in place, or have agreements to provide, the land and water resources, fiscal abilities, and the service capacity to accommodate growth in an environmentally acceptable manner.

16.1. Regional Issue/Cluster Title #57: Balanced and Planned Development

Background Analysis: The North Central Florida Region contains 6,813 square miles or 12.6 percent of Florida's land area.¹ Less than one-third (29.0%) of the region's 335,114 residents lived in rural areas in 1985 while 70.1 percent resided in urban areas.² The majority of the region's urban population (51.6%) resided in the Gainesville Metropolitan Statistical Area (MSA).³

The Gainesville MSA (Alachua and Bradford Counties) had a population density in 1985 of 191 persons per square mile and, when included in the statistics for the region, produced a region-wide population density of 49.2 persons per square mile. When the Gainesville MSA is excluded, the regionwide population density was only 28.9 persons per square mile. The differences in population densities between the Gainesville MSA and the remainder of the region emphasizes the need for comprehensive planning strategies that specifically address the competition between agricultural, recreational, and urban uses of land, water, energy supplies, and other natural resources.

Due in part to the rural nature of the region, most local governments within north central Florida have only recently enacted detailed land use plans and complementary implementation devices. Although every county government now has a land use plan, not every county has adopted the means to implement the plan through zoning ordinances, subdivision regulations, and capital improvement programs. In most counties, areas designated in the land use plan as agricultural can be subdivided into one acre single-family residential lots.

There are significant public sector costs associated with unplanned, sprawled development. The public sector is traditionally responsible for providing police and fire protection, schools, public water and sewer, ambulance service, roadway expansion, hospitals, and garbage collection. Essentially, the more spread out urban development is, the higher the cost for providing such public services and facilities. Therefore, local government comprehensive plans should direct future population growth towards existing urban areas. Future land use acreage should be based on accurate population projections. The planned mix of land uses should be appropriate to the projected population. Regionally significant natural areas as identified by the Council should be designated in local plans for compatible land uses. The conversion of rural land use types to urban uses should occur around existing urban areas. Land use

designations should be properly implemented with supporting zoning ordinances, subdivision regulations, and capital improvements programs.

As of 1984, there were 48,967 subdivided undeveloped single-family residential lots within the region.⁴ Many of these lots are located some distance from existing urban centers. These lots, should they ever be developed, will comprise an additional service burden to already financially-strapped county governments who are experiencing difficulties maintaining current levels of service to existing residential areas.

In addition to the high public cost of unplanned, scattered urban development is the problem of incompatible land uses. Essentially, urban land uses are incompatible with some agricultural or commercial forest management practices such as the aerial application of fertilizers and pesticides as well as controlled burnings. Conflicts can occur when residential subdivisions are allowed in areas traditionally used for commercial forestry and agriculture. It is entirely possible for nuisance lawsuits to be filed by the new residential property owners against neighboring farmers and foresters. In such cases, it matters little to the court which land use was there first. It is possible for foresters and farmers listed as defendants in such a suit to be required to modify their business practices and incur substantially higher operating costs in order to comply with a court order.⁵

Agricultural lands present special problems. Many of the farms and ranches in north central Florida, as throughout the United States, are experiencing financial difficulties. Farmers routinely borrow money using their land as collateral. When the price of agricultural land drops, so to does the amount of money which can be borrowed. The value of agricultural land in rapidly urbanizing areas is, to a large extent, based not on the ability of the land to produce traditional agricultural products but rather on the likelihood of its conversion to urban uses. However, the conversion of agricultural lands to urban use cannot be allowed to occur indiscriminately due to potential land use conflicts and the financial burden such development patterns present to local government. At some point, local governments must set limits on the conversion of agricultural lands to urban use.

When government forestalls such action, it invariably hurts farmers and ranchers who have become dependent upon inflated land values. When local governments finally place restraints upon urban development, it is possible for declines to occur in agricultural land values and subsequent reductions in the amount of money which farmers and ranchers can borrow. Local governments in north central Florida are better off to designate through the planning process which areas will remain in agricultural use and which will be allowed to convert to urban uses before development pressure further increases rural land values. Such action will help to stabilize land values and minimize potential financial hardship to the agricultural community.

Another problem area in terms of land use is the siting of locally unpopular land uses, often referred to as LULU's. This is both a regionwide and statewide problem. LULU's typically include prison facilities, mental institutions, landfills (perhaps to a lesser degree) and other types of land uses which people do not generally wish to live near. Historically, this region has accepted more than its share of state prison facilities and enlargement of these facilities is currently planned.⁶ In this case, the LULU has provided a major employment base for the residents of Bradford and Union counties and the resident's general acceptance of the facilities reflects this fact. Other LULU's which are currently being addressed by the Council in conjunction with local governments in the region are the designation of a possible site for a regional hazardous waste treatment facility and the preparation of a regional solid waste management plan.

There are areas in the region which should not be developed. These areas include the 100-year floodplains of the major rivers and the hurricane surge zone. It makes little sense to build structures in areas which are known to be subject to flooding and hurricanes. However, due to aesthetics and recreational amenities, these are precisely the areas where many people want to live. Other areas which should not be developed include low elevation areas within a watershed. These are the areas where stormwater routinely collects. One city in the region, Live Oak, is located in just such a place. Live Oak is routinely flooded due to its "bottom of the bowl" location.

In order to alleviate the flooding, a large number of drainage wells have been established to funnel untreated stormwater directly to the Floridan aquifer, the primary source of the region's potable water.. This problem will obviously need to be addressed before significant additional growth occurs in the Live Oak area. Other natural areas which perform important water management functions, particularly high percolation recharge areas and wetlands, should not be developed at urban density levels; rather, these areas require special consideration in land use planning so that their beneficial functions are not compromised.

One method which could be used by the Council to help ensure the proper development of high hazard and regionally significant natural areas is to establish lower Development of Regional Impact (DRI) thresholds for large projects proposed within or immediately adjacent to these areas. A lower threshold would result in smaller-scale developments undergoing a review for regional impacts. Conversely, this technique, which requires approval by the State Administration Commission, could also be used to encourage growth in areas designated for future urban development by raising the DRI review thresholds for projects proposed within these more appropriate areas.

While future growth should be directed towards existing urban areas, this growth will not be distributed equally among the centers. In an historical context, all towns across the nation competed with one another to become dominant commercial, governmental, and cultural centers. The dominant cities in north central Florida have emerged with Gainesville being the largest city. While other cities such as Lake City, Live Oak,

and Perry will continue to strengthen their population and economic base, it is clear that Gainesville will remain the largest community within the region through the end of the century and beyond. This relationship among cities and their spheres of influence has been studied in an effort to explain the way areas develop into a pattern of urban centers of varying sizes. One particular theory developed by a German geographer earlier in this century is especially useful in attempting to project future patterns of regional growth.

As published in his treatise entitled Theory of Location of Cities, Walter Christaller noted that a basic function of a city is to be a central place providing goods and services for a surrounding tributary area. He further noted that the larger the city, the greater number of goods and services provided. Thus, there existed a relationship between the size of a city and its market area since people would travel to the larger city to obtain certain goods and services which require a larger population base to support their existence. From this evolved a hierarchy of cities based upon the number of functions they perform which, as noted above, is directly related to size. Christaller continued to develop this theory to explain not only the relationship but to determine the number, size and location of cities that would develop in an area given certain assumptions of equality. He also noted deviations to the "marketing principle" when dealing with the real world.

Utilizing a model developed by an American geographer, Brian J. L. Berry, which is based on this theory, each urban area in the region has been classified and its market area delineated.⁷ In addition, county-level population projections will be disaggregated to the "central place" market area level. A listing of these urban areas in order of their hierarchy is included at the end of this discussion. Using nationally accepted or empirically derived land use to population ratios, this classification (including the market area projections) provides a basis for local communities to know how much land should be allocated for future commercial and, perhaps, other activities. The development of this classification system for the region is described in greater detail in the more detailed version of the Regional Description Element. For purposes of the comprehensive regional policy plan, the following places have been identified as designated urban development areas:

Place	County
Alachua	Alachua
Archer	Alachua
Gainesville	Alachua
Hawthorne	Alachua
High Springs	Alachua
LaCrosse	Alachua
Melrose	Alachua
Micanopy	Alachua
Newberry	Alachua
Waldo	Alachua
Brooker	Bradford
Hampton	Bradford

Place	County
Lawtey	Bradford
Starke	Bradford
Fort White	Columbia
Lake City	Columbia
Cross City	Dixie
Horseshoe Beach	Dixie
Oldtown	Dixie
Suwannee	Dixie
Bell	Gilchrist
Fanning Springs	Gilchrist
Trenton	Gilchrist
Jasper	Hamilton
Jennings	Hamilton
White Springs	Hamilton
Day	Lafayette
Mayo	Lafayette
Greenville	Madison
Lee	Madison
Madison	Madison
Branford	Suwannee
Dowling Park	Suwannee
Live Oak	Suwannee
Wellborn	Suwannee
Cedar Island	Taylor
Dekle Beach	Taylor
Keaton Beach	Taylor
Perry	Taylor
Steinhatchee	Taylor
Lake Butler	Union
Raiford	Union
Worthington Springs	Union

Regional Facilities:

Designated Urban Development Areas

First Order Urban Area (Small Town)

Name	County
Bell	Gilchrist
Brooker	Bradford
Cedar Island	Taylor
Day	Lafayette
Dekle Beach	Taylor
Dowling Park	Suwannee
Fanning Springs	Gilchrist
Fort White	Columbia
Hampton	Bradford
Horseshoe Beach	Dixie

Jennings	Hamilton
Keaton Beach	Taylor
LaCrosse	Alachua
Name	County
Lee	Madison
Oldtown	Dixie
Raiford	Union
Steinhatchee	Taylor
Suwannee	Dixie
Wellborn	Suwannee
White Springs	Hamilton
Worthington Springs	Union

Second Order Urban Area (Town)

Name	County
Archer	Alachua
Branford	Suwannee
Greenville	Madison
Hawthorne	Alachua
Lawtey	Bradford
Mayo	Lafayette
Melrose	Alachua
Micanopy	Alachua
Waldo	Alachua

Third Order Urban Area (Small City)

Name	County
Alachua	Alachua
Cross City	Dixie
High Springs	Alachua
Jasper	Hamilton
Lake Butler	Union
Madison	Madison
Newberry	Alachua
Trenton	Gilchrist

Fourth Order Urban Area (City)

Name	County
Lake City	Columbia
Live Oak	Suwannee
Perry	Taylor
Starke	Bradford

Fifth Order Urban Area (Regional City)

Name	County
Gainesville	Alachua

Other Regional Facilities:

Regional Transportation Corridors
State Transportation Corridors

Agencies: Florida Department of Agriculture and Consumer Services, Department of Corrections, Department of Environmental Regulation, Department of Community Affairs, Department of General Services, Department of Health and Rehabilitative Services, Department of Natural Resources, Game and Freshwater Fish Commission, Suwannee River Water Management District, St. Johns River Water Management District, North Central Florida Regional Planning Council, local governments.

16.2. Regional Issue/Cluster Title #58: Natural Resources Preservation

Background Analysis: North central Florida is rich in natural resources and undeveloped natural areas which, if properly managed, can continue as an asset for future generations. In 1976, less than 4.0 percent of the land area was used for urban purposes; most of the region was covered by forests (60.0%), while approximately one-fourth was utilized for agriculture. The remaining 10.0 percent mostly consisted of water and wetland areas.

A recent study by the North Central Florida Regional Planning Council identified 37.0 percent of the region as a regionally significant natural area. These areas consist of state- and federally-owned parks, forests, and preserves, major rivers, springs and sinks, large wetlands, the coastal marsh, areas with direct sheet flow connection to the coastal marsh, and recharge areas to the Floridan aquifer.

Soils provide the medium for growing food and fiber and also provide the foundations for buildings, roads, playgrounds and all other land uses. Fifty-nine soil associations have been identified in north central Florida.⁶ Characteristics of soils shown to have a direct influence on the feasibility of a particular development include permeability, infiltration, wetness, depth-to-water table, depth-to-bedrock, texture and slope.

Mapped soil associations with a description of their limitations have been prepared by the State of Florida for the region in a document entitled, The Florida General Soils Atlas with Interpretations for Regional Planning Council Districts III and IV. The generalized information provided in this atlas is being gradually replaced by more detailed county-by-county soil surveys conducted by the U.S. Department of Agriculture Soil Conservation Service in cooperation with the

state and local governments. Given increasingly limited finances at all levels of government, it is not known when these surveys will be completed for the entire region.

The natural features of the region, such as soils, topography, rivers, and wetlands help shape patterns of urban growth. However, there are almost no areas within Florida, including north central Florida, where natural or topographic limitations are so great as to preclude urban development. Local governments within the region have historically relied on economic considerations to protect the region's wetlands and other natural resources. Florida has a well-known history of speculative subdivision and development practices. Floodplain development, dredge and fill activities in wetlands, and high density urban development have occurred in sensitive ecological areas.

Many of the regionally significant natural areas are currently experiencing problems with subdivision activity. Some of these areas, such as the Suwannee River floodplain, will be extensively subdivided by the year 2010 unless local government comprehensive plans and supporting implementation devices limit development activity within these areas. For example, should the pace and type of development activity along the Suwannee which has occurred over the past five years continue, the entire riverbank will be subdivided into 125 foot wide, 1.25 acre lots by the year 2035. Other areas experiencing significant development pressure include privately-held lands which comprise the remainder of the ecosystems of Devil's Millhopper State Geologic Site, San Felasco Hammock and Payne's Prairie state preserves, Suwannee River State Park, California Swamp, Bee Haven Bay, as well as the Santa Fe, Ichetucknee, Steinhatchee, Aucilla, and Econfinia rivers.

The region contains a number of major rivers, including the Suwannee, Santa Fe, Alapaha, Aucilla, and the Withlacoochee which have been identified as Works of the District under recently enacted Suwannee River Water Management Surfacewater Management. The District has adopted a non-structural approach to floodplain management. A nonstructural approach means that the construction of levees or other devices to control river flooding are minimized. Instead, the rivers are allowed to flood as they always have.

Local governments within the region have adopted floodplain ordinances for the Suwannee River to regulate the construction and location of structures within the 100-year floodplain. In addition, the Suwannee River Water Management District's recently adopted Works of the District rule has established similar regulations for these rivers. However, there are several smaller rivers in the region which are also important and deserve protection. These are the three coastal rivers, the Steinhatchee, the Fenholloway, and the Econfinia. Currently, there are no special floodplain regulations, construction setback requirements, or Works of the District rules being applied to these rivers.

The principal source of water for industrial, residential, and agricultural uses in the region is the Floridan aquifer. This aquifer, which extends beneath almost all of Florida and parts of three adjoining

states, is one of the most extensive groundwater bearing formations in the United States and, as such, transmits and stores more water than any other aquifer in Florida.

Water enters the Floridan aquifer in north central Florida primarily by direct recharge through sinkholes and groundwater percolation. Care must be taken to insure those surfacewaters entering sinkholes have been properly treated so as to not contaminate the water supply. This could translate into a minimum setback for development from sinkholes, special surfacewater management design considerations, or other measures to remove contaminants such as automobile oils, fertilizers, and pesticides from surfacewater. Areas which provide large quantities of water to the Floridan through percolation have yet to be well defined. Additional study is needed in this area.

Due to the undeveloped nature of the region, north central Florida supports a large number of native plant and animal species as well as habitat types. The Florida Committee on Rare and Endangered Plants and Animals (FCREPA) study of 1978 identified 153 species of reptiles and amphibians, approximately 3,500 species of plants, and 76 species of land mammals presently existing in Florida. Critical species are those which have been recognized by the state or federal government to be of special concern due to threat of extinction or extirpation. The FCREPA study identified 210 critical species statewide, 82 of which are found within the region.

Habitats perform valuable functions essential to the environmental quality and the survival of native species within the region. Examples include biologically active wetlands, forests, and rivers. Ten natural sites in the region are currently under state or federal ownership. Nine other areas have been designated as state wildlife management areas.

Native plant communities are important to the region. They constitute an original Florida landscape which is rapidly disappearing in other parts of the state. Vegetative communities, commonly known as habitats, constitute the homes of the native animal species found within the region. In general, plant communities may be subdivided into two very broad categories, upland communities and lowland or wetland communities. Upland communities of north central Florida include sandhills, sand pine scrub, mixed hardwoods, pine flatwoods, planted pine plantation, and xeric and mesic hammocks. Lowland communities include mixed swamp, hydric hammocks, bayhead swamp, coastal hammock, freshwater and saltwater marsh, cypress-tupelo swamp, and submerged lands.

Hammocks, the climax vegetation of most of north central Florida, are clusters of broad-leaved trees usually growing in relatively rich soil. Based on a recently completed qualitative survey assessing wildlife values of Florida's plant communities, the Game and Fresh Water Fish Commission has recognized hardwood hammocks as first priority communities. Such a designation indicates those communities most deserving of protection based on estimated wildlife values, scarcity within the watershed and endangerment of the plant community.

A recent study of vertebrate species using north Florida habitat types observed that natural pine flatwoods support the largest total number of species of Florida wildlife and intensively managed pine plantations the fewest numbers.⁸

In addition, pine flatwoods and coastal marshes provide habitat for the largest number of critical species within the region. Managed pine plantation is by far the dominant plant community in the Gulf coastal zone and is widespread throughout the region. Dixie and Taylor Counties have large areas of managed pine plantations, most of which is managed by the lumbering and pulp industries which own vast tracts in these counties.

Salt marshes and submerged lands are plant communities that have developed in intertidal zones along low energy coasts. Tidal marshes extend along the full length of the coast of Dixie and Taylor Counties, broken only by streams and a very few areas of beach. In such areas, a few inches of vertical elevation may be the only suitable habitat for a given species or community. Salt marshes are of particular importance to Florida. Nutrients from the land and sea combine to produce more protein than some of the most efficiently managed farms.

Many commercial fish, shellfish, and crustaceans depend on the salt marshes and submerged lands for food, protection, and breeding. Since commercial fishing provides the economic base for many of the region's coastal and inland residents, their lives also depend, to various degrees, on the salt marshes of the region. However, if unlimited development is allowed to occur along the coast, the salt marsh will likely be substantially impaired. In order to protect the salt marsh, the quality of runoff waters and waters flowing into the Gulf from the Gulf coastal drainage basin must not be degraded. Development within the coastal drainage basin should be carefully designed so as to not degrade surfacewater quality or alter seasonal flows.

Certain land use types and intensities of land use are incompatible with some native plant and animal species. Species once found in north central Florida but now extirpated or extinct include the Florida red wolf, the North American bison, the Florida panther, the Carolina parakeet, and the passenger pigeon. Unfortunately, available information is generally inadequate to justify specific land use restrictions for the preservation of critical species. The minimum area necessary to support specific species is not well known. Also, the number of individuals necessary to assure survival of a species (minimum threshold population) is subject to much scientific debate. Types of habitat and minimum acreage of each habitat type necessary to sustain an individual is also unknown.

For example, the Florida panther once inhabited north central Florida. It is now limited to the southern part of the state where it is experiencing difficulties. It may be necessary to transplant the species to a less-populated area in order to insure its survival or develop a state-wide travel corridor system to allow it to range over a very large area. Given the panther's preference for undisturbed areas, how much

human disturbance can the animal's territory sustain? How wide must a travel corridor be for this animal to use it? Similar concerns exist for the Florida black bear as well as several other species still found in the region.

Certain variables should be considered to properly protect native species. These include habitat type and diversity of habitat types necessary to sustain the species, primary threats, degree of habitat degradation and modification, territory size and range, nesting and breeding sites, travel corridors, edge or interior species status, food sources, degree of specialization, key species designation, minimum sustainable threshold population, and degree of sensitivity to man. Unfortunately, little is known about animal species in relation to these variables. Even less is known about habitats themselves. How large must a habitat be in order to be self-sustaining?

Additional study is needed for the development of appropriate regulations. However, the answers may not be found in time to save these species from extinction or extirpation. Steps must now be taken based upon available information as the region's population growth and land use development activities may otherwise eliminate these species and habitat types.

Regional Natural Resources:

Drainage Basins

- Aucilla River Basin
- St. Marks River Basin
- Ochlocknee River Basin
- Suwannee River Basin
- St. John's River Basin

Aquifers

- Floridan aquifer
- secondary artesian aquifers
- water table aquifers

Freshwater Wetlands

- California Swamp
- Spring Warrior Swamp
- Bee Haven Bay
- Gum Root Swamp
- Wacassassa Flats
- Hixtown Swamp
- Santa Fe Swamp
- Pinhook Swamp/Sandlin Bay
- Tide Swamp
- Mallory Swamp
- San Pedro Bay

Rivers

- Suwannee River
- Santa Fe River
- Withlacoochee River
- Alapaha River
- Ichetucknee River
- Aucilla River
- Steinhatchee River
- Econfina River
- Fenholloway River
- Spring Warrior Creek

Coastal Drainage Basin

- Big Bend Seagrass Beds Aquatic Preserve
- Coastal Marsh
- Coastal Estuaries
- Coastal Freshwater Wetlands

Springs

- Alachua County
- Hornsby Spring
- Poe Springs

Columbia County

- Ichetucknee Springs
- Bell Springs

Dixie County
Copper Springs

Gilchrist County
Blue Springs
Ginnie Springs
Hart Springs
Rock Bluff Springs
Sun Springs

Hamilton County
Morgan's Spring
White Springs
Alapaha Rise
Holton Spring

Lafayette County
Allen Mill Pond Spring
Blue Spring
Fletcher Spring
Mearson Spring
Owens Spring
Ruth Spring
Troy Spring
Turtle Spring

Madison County
Blue Spring
Suwanacoochee Spring

Suwannee County
Branford Spring
Charles Spring
Ellaville Spring
Falmouth Spring
Little River Springs
Peacock Springs
Running Springs
Suwannee Springs
Telford Springs

Sinks

Alachua County
Devil's Millhopper
Haile Quarry
Alachua Sink
Sinkholes and quarries in
Newberry Area
Alachua Sink
Kanapaha Sink
Robinson Sink

Bradford County
Brooks Sink

Columbia County
Alligator Lake

Dixie County
Lime Sink

Hamilton County
Alapaha Rise

Madison County
Blue Sink
Campbell Sink
Johnson Sink
Patterson Sink
Rogers Sink

Suwannee County
Sailor Hole
Challenge Sink
Cisteen Sink
Olson Sink
Orange Grove Sink
Terrapin Sink

Taylor County
Adams Sink
Aucilla River Sinks
California Sink
Page Sink

Stream-to-Sink watersheds
Alachua County Recharge Area
Columbia County Southern Recharge
Area
Columbia County Western Recharge
Area
Hamilton County Recharge Area
Madison County Recharge Area
Suwannee County Recharge Area

High Percolation Recharge Areas
Yet to be Identified

State Parks and Preserves

National Forests and Wildlife
Refuges

State Wildlife Management Areas

Lakes

Alachua County
Orange Lake
Santa Fe Lake
Little Santa Fe Lake
Bivans Arm
Newnans Lake
Lochloosa Lake

Bradford County
Lake Sampson

Columbia County
Watertown Lake

Dixie County
Governor Hill Lake

Madison County
Lake Francis

Union County
Lake Butler

Agencies: Florida Department of Agriculture and Consumer Services, Department of Corrections, Department of Environmental Regulation, Department of Community Affairs, Department of General Services, Department of Health and Rehabilitative Services, Department of Natural Resources, Game and Freshwater Fish Commission, Suwannee River Water Management District, St. Johns River Water Management District, North Central Florida Regional Planning Council, local governments.

Endnotes:

1. University of Florida, Bureau of Economic and Business Research, 1985 Florida Statistical Abstract, (Gainesville, FL.: 1985), pp. 33-34.
2. University of Florida, Bureau of Economic and Business Research, Florida Estimates of Population, April 1, 1985: State, Counties, and Municipalities, (Gainesville, FL.: 1985).

3. For purposes of this study, the urban population of the North Central Florida Region is defined as the population of the Gainesville MSA (Alachua and Bradford Counties) and the remaining incorporated areas of the region. Similarly, urban population for the state is calculated as the sum total of population in MSA's and incorporated areas. All persons not classified as urban are considered rural population.
4. University of Florida, Department of Urban and Regional Planning, Florida Land Use Data Inventory, [A computer program] (1985).
5. Jacob A. Buescher, Robert W. Wright, Morton Gitelman, Cases and Materials on Land Use, 2nd edition, American Casebook Series, (St. Paul, Minn.: West Publishing Co., 1976), p. 43.
6. Florida Department of Corrections, Comprehensive Statewide Study To Determine The Current and Future Needs For All Types Of Correctional Facilities In The State And Development Of A Siting Criteria To Be Used In Evaluating Sites For Location Of Correctional Facilities, (February, 1984), pp. 2-4.
7. Brian J.L. Berry, Geography of Market Centers and Retail Distribution, (Englewood Cliffs, N.J.: Prentice-Hall, 1967), pp. 1-27.
8. Randy S. Kautz, Criteria for Evaluating Impacts of Development on Wildlife Habitats, Office of Environmental Services, Florida Game and Freshwater Fish Commission, (Tallahassee, FL.: 1985).

STATE GOAL 17: DOWNTOWN REVITALIZATION

In recognition of the importance of Florida's developing and redeveloping downtowns to the state's ability to use existing infrastructure and to accommodate growth in an orderly, efficient, and environmentally acceptable manner, Florida shall encourage the revitalization of commercial, governmental, retail, residential, and cultural activities within downtown areas.

17.1. Regional Issue/Policy Cluster Title #59: Promotion of Downtown Areas

Background Analysis: North central Florida downtowns have been adversely affected by the creation of outlying shopping centers in much the same manner, but to a lesser degree than the larger Florida cities. The development of residential and commercial uses in the peripheries of north central Florida communities has contributed more to the lack of full development of their downtowns as major commercial areas than to their decline as major commercial centers. The smaller communities of the region have also been affected by the development of regional retail commercial centers in larger cities both within and outside the region.

Like many small cities, north central Florida communities typically originated as service centers for nearby farmers. These farm communities continue to provide governmental, cultural, financial, and commercial services. However, due to their small size and easy automobile access to "nearby" larger cities (Gainesville, Tallahassee and Jacksonville), there has never been the demand for the development of large commercial areas within the small farm communities of north central Florida. Therefore, while problems exist with declining north central Florida downtowns, the extent of the problem is less in north central Florida than in the more urban areas of the state.

In the region's larger urban areas, the major shopping malls are locating at the urban peripheries of the cities, particularly at locations adjacent to interstate highways. Interstate highway locations allow the malls to enlarge their market areas which, in turn, encourages even greater concentrations of commercial activity at these locations. Shoppers from rural locations and nearby towns driving to the mall have easy and convenient access to these commercial areas via limited-access highways. They do not have to contend with driving on congested roads in the larger urban areas which would increase driving time considerably were the malls located in downtown areas.

In an effort to keep downtowns from further deterioration and to maximize the use of existing infrastructure, many cities have established downtown revitalization programs. Gainesville is the only north central Florida community with a permanent downtown redevelopment authority, although other communities in the region have made efforts to revitalize their downtowns through public improvement projects. Especially noteworthy downtown public improvement projects have occurred in the towns of Micanopy, Starke, and Alachua.

The Gainesville Downtown Redevelopment Agency is an advisory board to the Gainesville City Council on downtown redevelopment and parking issues. Programs of the Downtown Redevelopment Agency are funded through a special downtown taxing district levied by the City through a special act of the Florida Legislature.

One of the most significant sources of revenue for financing downtown redevelopment projects is tax increment financing. Tax increment financing utilizes the incremental increase in ad valorem tax revenues within a designated geographic area to finance redevelopment projects within that area. As property values rise above an established aggregate valuation (the so-called "frozen" tax base), the tax increment is generated by applying the millage rate to that increase in value and depositing in a trust fund an amount equal to such increased tax revenue. The trust fund is the source for repayment of bonds used to finance redevelopment projects. In some states the deposit is made directly by the tax collector to the trust fund. In Florida, ad valorem taxes are collected in the normal manner, remitted to the local governments and appropriations are made by "taxing authorities" from any source in an amount equal to the ad valorem tax revenue increase.

One of the major incentives for purchasers of these bonds has been federal income taxation exemption on the interest income received from the bonds. Due to recent changes in the federal tax code, however, such exemptions are now limited. Thus, tax increment financing may be of lesser significance in future redevelopment projects.

Downtown Redevelopment Plans. Florida Statutes authorizes local governments to create community redevelopment agencies. These agencies are responsible for preparing redevelopment plans for areas so designated as needing redevelopment. Such plans are subject to the approval of local governments. The statutes also include legislation which allows local governments to include optional general area redevelopment elements in their comprehensive plans.

Regionally Significant Resources:

Downtown areas of the region's municipalities, Community Development Block Grants, Urban Development Action Grants.

Agencies: Florida Department of Community Affairs, Florida Department of State, local chambers of commerce, Florida Department of Commerce, U.S. Department of Housing and Urban Development, NCFRPC, local governments, United Gainesville Community Development Corporation, Central Florida Community Action Agency, Gainesville Neighborhood Housing Services, Gainesville Downtown Redevelopment Agency.

STATE GOAL 18: PUBLIC FACILITIES

Florida shall protect the substantial investments in public facilities that already exist, and shall plan for and finance new facilities to serve residents in a timely, orderly, and efficient manner.

18.1. Regional Issue/Cluster Title #60: Maximizing the Use of Existing Public Facilities

Background Analysis: Public facilities, or infrastructure, comprise the physical devices and means for the functioning of urban settlements. They include but are not limited to airports, parks, roads, police stations, fire stations, waste water treatment plants, water supply systems, schools, libraries, solid waste disposal facilities, hazardous waste treatment facilities, swimming pools, jails, prisons, and mental health facilities.

Maximizing the use of existing facilities equates to optimizing use. Public facilities are designed with an optimal operating capacity. When funds are scarce or rapid population growth occurs, existing public facilities often operate beyond their design capacity with a resulting drop in the quality, or level, of service. Federal, state, and local governments have developed level of service categories and service standards for various public facilities over the years in an effort to measure their efficiency and effectiveness in providing a service, and to provide the agency with a threshold of service below which the facility should not fall.

The term "level of service" (LOS) may refer to a single category or range of performance for a public facility or service. The term "standard," often called "service standard," refers to a level of service category adopted by government as the specific service category to be provided to the public. Many standards are based on public health and safety considerations. Some standards use the facility's optimal operating capacity, while still other standards are based on providing the best possible level of service. Often, these criteria overlap and the resulting standard is based on a combination of public health and safety, optimal facility operating capacity, and the best possible facility performance.

The state road system is a good example of the distinction between the level of service concept and a standard. The state has established five level of service categories for the state road system, referred to as LOS A, B, C, D, and E. Each level of service represents a different level of traffic congestion ranging from free-flowing conditions (LOS A) to heavy congestion (LOS E). From these five level of service categories, one category is adopted as a standard. The Gainesville Metropolitan Transportation Planning Organization has adopted a service standard of "D" for the Gainesville urbanized area. In order to effectively accommodate future demand for public services, all levels of government need to incorporate level of service standards in their plans and implementation programs.

Information on existing public facilities within the region is limited. However, available data suggests that many public facilities are currently operating at or above their design capacity. In particular, the majority of sewage treatment plants, water supply systems, sanitary landfills, and local jails are in need of expansion or replacement.

North central Florida contains thirty-three incorporated communities, twenty-eight of which have populations of less than 5,000, four have between 5,000 and 10,000, and one exceeds 80,000. Of these thirty-three communities, twenty-six have a central water supply and distribution system, while only seventeen of the twenty-six also have a sanitary sewage treatment plant and collection system. Sixteen communities have police departments with at least one full-time professional and ten have fire departments with at least one full time professional on staff. Most of the other incorporated communities contract for extra police protection with county sheriff offices and use volunteer firefighters for fire protection. All other communities in the region have either a hospital or a medical clinic located within the same county.

The regional road network consists of approximately 1,200 miles of interstate, U.S., and state highways. The road network includes segments of local roads which link regional and state facilities such as parks and airports to the Interstate, U.S., and state highways. The regional road network generally operates smoothly and FDOT-defined service standard C is in effect throughout the regional road network with the exception of the Gainesville urbanized area.

The primary purpose of the regional road network is to move traffic between counties and urban areas of the region. Ingress and egress to private property adjacent to the road network is provided by local roads. Access to private property should not interfere with the primary purpose of the regional road network. Therefore, maximizing the use of regional road network requires limiting ingress and egress directly from private property.

Excess curb cuts can reduce the capacity of segments of the regional road network and increase traffic hazards. Buildings must be constructed with setbacks of sufficient depth to allow cost-effective lane widening or the installation of access roads on the network. Of particular concern is strip commercial development. Such development generates significant traffic volumes. Unchecked strip development has reduced the capacity of the regional road network in the Gainesville urbanized area and has the potential to reduce traffic volumes in other urbanizing areas in the region.

Public facilities are typically designed with excess capacity to handle foreseeable increased demand. However, development may not occur in a manner which maximizes the use of existing public facilities. If left exclusively to private market forces, development, especially residential development, is likely to occur where land values are lower. Such locations may have no relationship to the availability of public facilities. In an effort to influence the location of new development,

local governments adopt land use plans, zoning ordinances, and subdivision regulations for the expressed purpose of guiding growth to those areas which can be most economically served by existing and planned public facilities.

Public facilities are very expensive. The cost of just one of these items can represent an outlay of millions of dollars. While costs vary, nationally, fire stations cost approximately \$250,000, excluding fire trucks and land purchases. Elementary schools cost approximately \$5.6 million. A high school can cost \$31 million while a middle school is approximately \$14 million. A small county jail costs roughly \$500,000. Waste water treatment plant costs vary widely, depending upon design capacity. A 200,000 gallon per day plant can cost approximately one million dollars, excluding sewer lines. A 200,000 gallon per day water supply treatment plant can cost one million dollars as well, exclusive of land and piping costs.¹

Efficient use of existing public facilities dictates that their location and remaining service capacity be taken into consideration when siting urban development. New subdivisions should be located close to existing fire departments, schools, and other public facilities. Similarly, local government should make an effort to coordinate the siting of such facilities in close proximity to each other in places appropriate for urban development.

Regional Facilities:

All public and quasi-public facilities, including electrical utilities, which serve residents of more than one jurisdiction.

Agencies: Federal Highway Administration, Florida Department of Transportation, Department of Corrections, Department of Commerce, Department of Community Affairs, Department of Environmental Regulation, Department of Agriculture and Consumer Services, Department of Natural Resources, Department of Health and Rehabilitative Services, Suwannee River Water Management District, St. Johns River Water Management District, North Central Florida Regional Planning Council, local governments.

18.2. Regional Issue/Cluster Title #61: Planning for Public Facilities

Background Analysis: North central Florida's population is expected to increase by 41.5 percent between 1985 and 2010 to a population of 474,200.² While a more detailed analysis is necessary, this suggests that a 41.5 percent increase in public facilities is necessary just to maintain current levels of service.

The anticipated cost for needed public facilities within the region by the year 2000 is staggering. Between 1982 and 2000, expenditures for county and city roads, water treatment and distribution facilities, as well as wastewater treatment and collection facilities is expected to be nearly \$500 million.³ Expenditures on school facilities during the same time period is estimated at \$460 million.⁴

The federal government was a principal supplier of funds for the construction of roads, sewers, and other public infrastructure during the 1960's and 1970's. However, recent declines in federal expenditures for domestic programs suggest that state and local governments must bear an increasing portion of the financial burden for public facilities. Few, if any, local governments in the region are presently equipped to handle any significant growth without substantial capital investment in public facilities. Local governments already face serious financial difficulties in funding replacement solid waste disposal facilities and new local jails. Given the inevitable population growth, how will the needed facilities be funded?

Public facility expenditures can be thought of as consisting of three broad, yet different, categories: (1) new and replacement public infrastructure to service an existing population; (2) additional required infrastructure due to technological change and changes in state or Federal law brought about by increased scientific knowledge; and (3) additional infrastructure to service population growth and new development. The distinction between the three is important when considering who should, or will, pay for public facilities.

Some local governments finance replacement facilities through "accrual funding." Using this procedure, an accruing fund is created for the public facility. The estimated life and replacement cost of the facility is projected. An annual sum is budgeted to the replacement fund which accumulates year-to-year so that, by the end of the life of the facility, adequate funds are available for its replacement. While this approach may be adequate for servicing a static population, it does not generate funds for the provision of public facilities for additional growth.

No such accruing fund mechanism is used by local governments within the region. Instead, a new bond issue is floated to finance the construction of replacement as well as many new capital facilities. The state places strict limits on the amount of debt that a local government can carry. Interest payments on bonds commonly add 30 percent to the cost of the public facility.⁵

There is considerable doubt about whether or not new residential development can pay for its share of new public facilities. In 1984, there were 59,971 site-constructed single-family residences and 13,351 mobile homes within the region. The 1984 regionwide average taxable value for a mobile home was \$3,196 and the regionwide average taxable value for a site-constructed single-family residence was \$18,549. The taxable value figures are substantially lower when Alachua County is removed from consideration. For the remaining ten-county area, the

average taxable value for a mobile home was \$1,809. The average taxable value for a site-constructed single-family residence in the remaining ten-county area was \$9,545. Mobile homes represent 27 percent of all single-family residences in the ten-county area. Mobile homes appear to comprise a growing proportion of the new single-family residential units within the region.⁶

For new development to not degrade the service standard provided by existing public facilities or to not unduly burden the existing population for financing the construction of facilities designed solely to service new development, some other form of alternative financing may be necessary. Numerous techniques have been employed by local governments throughout the nation to place the financial responsibility of new public facilities upon the new users of those facilities.

Local governments commonly require developers to install and pay for roads, sewers, and sidewalks within their development. Some local governments have taken this concept a step further by requiring land dedication by large scale developers for the construction of new public facilities such as schools, parks, and fire stations. Some have actually required developers to construct the buildings as well. Some governments have required small-scale developers to contribute a cash sum in lieu of land dedication for the future construction of these facilities by local government. Still other local governments have taken the concept further and required developers to contribute ten percent of their residential units for low and moderate income housing or to set aside a cash sum for general street improvement purposes in proportion to the expected increased demand on public roadways caused by the new development.

Local governments should establish measurable service standards for public facilities and services to facilitate financing methods based upon impact fees. Measurable service standards allow local governments to determine at what point new development will degrade the public facility or service to the point where (as well as how much) additional monies must be spent to maintain/restore the service standard. An impact fee can then be derived for new development based upon its portion of impact upon the established level of service standard.

Service standards are likely to vary depending upon city size, i.e., urban functional classification. For example, as an urban area becomes larger, there will be an increasing need to establish a public water supply system and wastewater treatment plant. On the other hand, the scattered development pattern of residential subdivisions in rural areas can place excessive strains on existing public facilities. Volunteer fire departments must cover a longer distance or a new station must be built. School buses must spend more time transporting students or a new school must be constructed. It is financially unrealistic for local governments within the region to provide the same level of service county-wide.

One approach for local governments to share some of the financial burden of public facilities is the establishment of regional facilities such as jails or solid waste disposal facilities. The Council is currently coordinating a three-county study of a regional solid waste facility.

Regional Facilities:

All public and quasi-public facilities, including electrical utilities, which serve residents of more than one jurisdiction.

Agencies: Federal Highway Administration, Department of Transportation, Department of Corrections, Department of Commerce, Department of Community Affairs, Department of Environmental Regulation, Department of Agriculture and Consumer Services, Department of Natural Resources, Department of Health and Rehabilitative Services, Suwannee River Water Management District, St. Johns River Water Management District, North Central Florida Regional Planning Council, local governments.

Endnotes:

1. Telephone interviews with staff members of the Alachua County School Board; Alachua County Public Works Department; Florida Department of Transportation, Lake City; and Gainesville Regional Utilities February, 1987.
2. University of Florida, Bureau of Economic and Business Research, 1985 Florida Statistical Abstract, (Gainesville, FL.: The University Presses. 1985), pg. 36.
3. University of Florida, Bureau of Economic and Business Research, Florida Counties Must Spend Billions To Meet Future Needs, Economic Leaflets, Vol. 43 No. 3, March 1984. pp. 2-3.
4. The region currently has 96 public schools. Assuming an average cost of \$6 million per school and an additional 38 schools (40% of 96), an expenditure of approximately \$228 million will be necessary to maintain current service levels. Furthermore, assuming an average school life cycle of 50 years, 58 of the existing 96 schools will have to be replaced or substantially refurbished. Assuming an average replacement/refurbishing cost of \$4 million per school, capital costs for the existing school system represents an additional \$232 million.

5. Sipe, Neil G. and Starnes, Earl M., Florida's Infrastructure Needs & Resources, 1982-2000: A Preliminary Analysis, (Gainesville, FL.: Bureau of Economic and Business Research, University of Florida, 1983), p. 13.

6. The number of single-family residences in Alachua County in 1984 was 32,093, slightly over 1/2 of all single-family residences in the region. Alachua County had a lower proportion of mobile homes, 2,917, or approximately 22 percent of the region's mobile home total. University of Florida, Department of Urban and Regional Planning, Florida Land Use Data Base, 1986.

STATE GOAL 19: CULTURAL AND HISTORICAL RESOURCES

By 1995, Florida shall increase access to its historical and cultural resources and programs and encourage the development of cultural programs of national excellence.

19.1. Regional Issue/Cluster Title #62: Access to Cultural and Historical Resources

Background Analysis: The history and prehistory of North Central Florida is a vital cultural and historical resource. Archaeology, a scientific discipline dedicated to reconstructing cultural and physical aspects of the past, is the primary method to physically access and therefore provide public access to cultural and historical resources. The State of Florida's Bureau of Historic Preservation in Tallahassee has started a preliminary survey of historically and archaeologically significant sites in the region. The opportunity to identify, protect, excavate archaeological sites and renovate historical sites will be greatly enhanced by the completion of this project.

The Bureau of Historic Preservation documents approximately 1,025 archaeological sites in the region and 1,993 historical sites¹. The significance of most of these sites has not been assessed. The region contains 26 buildings which are documented in the National Register of Properties in Florida, 1984.²

Florida statutes protect archaeological (human) remains which are located on private property. Private citizens should contact local law enforcement officials or local chapters of the Florida Anthropological Society upon the discovery of burial sites or other archaeological findings.³

Section 380.06(6) F.S. states that historical and archaeological sites on the development site must be identified and described in the application for a Development of Regional Impact. The documentation may be attached in the form of a letter from the Division of Historical Resources indicating the need for, or results of an archaeological or historical survey.⁴ If historical or archaeological sites are listed, the developer must provide a statement as to the steps that will be taken to protect them and to provide public access, where appropriate. However, the problem with this process is that if an archaeological find is discovered after the development is approved, the developer is under no obligation to report the finding.⁵ For example, in the wetlands environment, archaeological sites are especially difficult to determine through survey methods. If a DRI is approved and actual draining and development exposes an archaeological site, local ordinances in the region do not obligate the developer to report the find.⁶

The City of Gainesville and Dixie County have historic preservation and conservation ordinances to ensure and oversee the protection of historic sites. The Town of Micanopy, which contains a historic district, also has

an ordinance for historic preservation. None of the 10 remaining counties or county seats have created historic preservation and conservation ordinances. Such legislation may be necessary to establish the right to access and develop to historic and cultural resources.⁷ Seven out of 11 counties have historic societies and 5 out of 11 have historic museums.⁸

Regionally Significant Resources: Five Historic Museums, University of Florida Department of Anthropology, Florida State Museum, 1,025 prehistorically significant sites, 1,993 historically significant sites, 5 underwater sites.

Agencies: Bureau of Historic Preservation, Bureau of Archaeological Research, local city and county governments.

19.2 Regional Issue/Cluster Title #63: Development of Historical and Cultural Programs

Background Analysis: Local arts councils are lacking in many counties of North Central Florida, and many traditional art forms are inaccessible to the residents of the region. These include storytelling, music, crafts, and dance of native American tribes, black culture and traditional white culture.

Art and culture is available to residents of the region through various theater and performing centers in Alachua County. An \$18 million fine arts center is planned to be located in Gainesville. A 1,500- to 1800-seat performing arts hall and Samuel P. Harn Art Museum will be operated by Santa Fe Community College and the University of Florida, respectively. The University of Florida collected approximately \$1.5 million in state money and about \$4 million in private contributions to build the museum. Locating the fine arts center on the same site is intended to defray the cost of installing a parking lot, which will serve the university by day and the fine arts center by night.⁹

The Hippodrome State Theater, which offers both film and theater productions, recently raised approximately \$250,000 from local sponsors which prevented the closing of the theater. The Hippodrome also received a \$100,000 building and operation grant from the state for further renovation of the building.¹⁰

Acrosstown Repertory Theater is an innovative theater performance group also located in Gainesville. Acrosstown offers locally written and produced theater productions which are available to the public at low cost. The Gainesville Community Playhouse produces light musicals and comedies, and has a strong subscriber interest.

Starke is forming a new community theater group. The Bradford Repertory Arts Theater recently produced their first fundraiser at the local high school.¹¹

The Florida Theater in Gainesville, which opened in 1985, is a renovated 1927 movie theater. The privately-owned theater, which seats about 800 persons, offers music, dance, art and theater programs.¹²

The Florida Arts Celebration, a private not-for-profit organization sponsors several programs which increases public access to the following cultural resources: the Performing Arts Spring Festival; provision of funds for local artists; providing artists to guest teach in the Alachua County School System; and art in public places which provides for the display of art in highly visible places in the Gainesville community.¹³

Most counties in the region put on county fairs, and other cultural festivities such as the Newberry Watermelon Festival and the Stark Arts Festival.

The Stephen Foster State Folk Culture Center, located on the Suwannee River, honors Stephen Foster and provides a gathering place for persons who are involved in keeping alive early Florida crafts, music and legends.¹⁴

Marjorie Kinnan Rawlings' home at Cross Creek is also a cultural and historical attraction.

The Florida State Museum at the University of Florida sponsors numerous shows and exhibits dealing with local, national and international art and culture. Smaller historical museums are also located in other parts of the region.

The local chapter of the Florida Motion Picture and Television Association (FMPTA) is developing a production guide of local talent available to work in motion picture productions. The local chapter is in the process of opening an office to serve North Central Florida.¹⁵ Locally produced motion pictures bring in a substantial amount of revenue to the area and also promote cultural growth by employing local actors, actresses and technicians.¹⁶

Regionally Significant Resources: Hippodrome State Theater, Crosstown Repertory Theater, Florida Theater, future performing arts theater operated by Santa Fe Community College, Samuel P. Harn Art Museum, Florida State Museum, Historical Museums, Steven Foster State Folk Center, the home of Marjorie Kinnan Rawlings, local chapter of the Florida Motion Picture and Television Association.

Agencies: County and City Commissions, Chambers of Commerce, Florida Motion Picture and Television Association, Crosstown Repertory Theater, Hippodrome State Theater, Florida Theater, future performing arts theater operated by Santa Fe Community College, Samuel P. Harn Art Museum,

Florida State Museum, Steven Foster State Folk Center, local radio and television stations, Department of State.

Endnotes:

1. Bureau of Historic Preservation. Telephone interview with Louis Tesar, January, 1986.
2. Florida Department of State, Division of Archives, History and Records Management. "National Register of Properties in Florida. Tallahassee, Florida, May, 1984.
3. Four federal laws address the protection of cultural, historical and archaeological resources. The National Environmental Protection Act, Historical Preservation Act which protects historical buildings and sites, American Antiquities Act which protects archaeology sites, and the Native American Religious Freedom Act which protects sacred sites, burial sites and any Native American religious areas.
4. The Division of Historical Resources was formerly the Division of Archives, History and Records Management.
5. Alachua County Planning and Development, Marc Dupree, County Planner.
6. University of Florida Department of Anthropology. Telephone interview with Dr. Barbara Purdy, Professor of Archaeology, October, 1986.
7. Clerk of the Court for each county in the region. Telephone interviews, January 1987.
8. Ibid.
9. Gainesville Sun, "Site is chosen for arts center," September 16, 1986.
10. Hippodrome State Theater, Telephone interview with Ms. Mary Haush, September 17, 1986.

11. Telephone interview with Mr. David Dodge, a citizen of Starke who is an arts promoter and organizer, November, 1986.
12. Florida Theater, telephone interview with co-founder Ms. Linda McGurn, September 17, 1986.
13. Florida Arts Celebration, telephone interview with Ms Phyllis Bleiweis, September 17, 1986.
14. Stephen Foster State Folk Center, public information brochure.
15. Local Chapter Florida Motion Picture and Television Association, telephone interview with Mr. Gene Craven.
16. Telephone interview with local Hippodrome actress Jennifer Pritchett, November, 1986.

STATE GOAL 20: TRANSPORTATION

Florida shall direct future transportation improvements to aid in the management of growth and shall have a state transportation system that integrates highway, air, mass transit, and other transportation modes.

Background Analysis: North central Florida is heavily dependent on private automobile and truck transportation. In general, existing motor vehicle ground transportation as well as rail freight transportation systems are adequate. The region is served by four public transit systems, two major and three commuter air carriers, one passenger and three freight rail systems, two national bus lines, and a regional road network of approximately 1,200 miles.

Interstate highways 10 and 75 provide ground transportation to south Florida, Jacksonville, Tallahassee, and Atlanta. In addition, intercity travel between incorporated cities within the region is adequately serviced by existing U.S. highways and roads which are part of the state highway system. U.S. Highway 27 connects Gainesville and Perry and continues to Tallahassee. U.S. 90 follows a route parallel to Interstate 10 and U.S. 98 parallels the Gulf coast. U.S. 301 is a major north-south highway through the eastern portion of the region, providing access between the Gainesville and Jacksonville areas. State roads 51 and 349 connect Live Oak with the Gulf coast. State Road 100 passes through Lake City and Starke in it's route to the Atlantic Ocean. Overall, the regional road network consists of 1,101 miles of rural and 130 miles of urban roadways. Included in this is 177 miles of interstate highways and 1,054 miles of state and county roads and highways.¹

The primary public transit systems serving the region consist of the Gainesville Regional Transit System, the Suwannee Valley Transit Authority, and Big Bend Transit Authority. In addition, many social service agencies provide transportation services for their clients. Presently each county in the region has service provided by a transit system or a social service agency.

Currently, the Gainesville Regional Transit System (RTS) operates ten fixed main bus routes which serve the City of Gainesville and the adjacent surrounding urbanized area of Alachua County. The fixed route system operates on a radial pattern with six of the ten routes originating at a downtown transfer point.

A 1981 cost/revenue analysis indicated that RTS farebox revenues covered approximately 22 percent of operating costs for the main bus system.² Urban Mass Transportation Administration (UMTA) Section 5 Operating Assistance funds offset a portion of this operating deficit. An anticipated reduction in federal funding and continually rising per mile costs suggest a need for greater assistance from state and local governments to maintain current service levels.

Chapter 427 of the Florida Statutes requires each metropolitan area and county to have a "designated coordinated community transportation provider" to serve the transportation disadvantaged population in their area. The intent is to reduce the fragmentation and duplication of service provision among all the state or federally-funded programs that provide transportation services to disadvantaged individuals.

Big Bend Transit is the designated coordinated community transportation provider for Madison and Taylor counties. Big Bend Transit provides access to employment, specialized medical services, vocational training and social service programs. The majority of Big Bend Transit's ridership consists of developmentally disabled persons, dialysis patients, medicaid recipients, and elderly persons who require consistent and reliable transportation. Total passengers served in 1984 was reported as 225,582 with 85 percent (191,857) of those being subscription/prepaid clients, i.e., regular route ridership.³

Suwannee Valley Transit Authority (SVTA) is the designated coordinated community transportation provider in Columbia, Hamilton, and Suwannee counties. SVTA offers a variety of transportation services. These range from a weekly service which brings residents of the outlying area into the county seats, to daily commuter runs which carry workers to several major employment locations. Other services provided by SVTA include the Gainesville Medical Bus which is a daily run departing from Jasper, through Live Oak and Lake City, and on to the regional medical facilities in Gainesville, Purchase of Service which services the needs of local human service agency clients, and Charter Services for groups needing special transportation arrangements.⁴ Annual ridership for all routes totaled 74,776 in fiscal year (FY) 78-79 and was expected to increase to more than 90,000 by the end of FY 79-80.⁵

Other counties in the region are provided limited services by social service agencies such as the Tri-County Council for Senior Citizens. These agencies are usually the designated coordinated community transportation provider which provide services to the transportation disadvantaged. These paratransit agencies, however, usually serve a limited clientele.

There are nine civil airports in the region, seven of which are publicly owned. All but one of these facilities, the Division of Adult Corrections field in Union County, is open to the general public.⁶ Air carrier service to the North Central Florida Region is provided through the Gainesville Regional Airport by two major airlines and three smaller shuttle/commuter airlines which provide access to national air transport hubs. Along with providing service to the North Central Florida Region, the Gainesville Regional Airport also services the needs of another high growth area to the south, Marion County. Other major airports accessible to the citizens of the region include Jacksonville International Airport, Tallahassee Municipal Airport, Tampa International Airport, and Orlando International Airport.

Railroad activity in the region is primarily freight transportation with a major north-south east-west intersection of medium density freight lines in the City of Live Oak. Passenger rail service in the region consists of two routes, one to Jacksonville then north, and the other to Ocala then south, with the region's only passenger rail station located in the City of Waldo (Alachua County).

Two commercial bus lines also provide access routes to all parts of the nation and Canada. With scheduled stops throughout the region, these carriers provide relatively good alternative freight and passenger service to residents of the region.

In contrast to the adequacy of intercity ground transportation, intracity transportation on the regional road network is inadequate in a few roadway segments within the Gainesville Urbanized Area. A recently completed planning estimate of 105 selected transportation data stations (i.e., locations) suggest that ten data stations were operating below Level of Service D during peak hour periods during 1986. The same study estimates that this number will increase to 32 stations by the year 2005.⁷ Although similar information is unavailable for the region's other urban areas, it is suspected that they are all operating at or above Level of Service D (peak hour).

The use of bicycles can relieve congestion on intracity elements of the regional road network. However, the only north central Florida city which has established special bicycle lanes is the City of Gainesville.

20.1. Regional Issue/Cluster Title #64: Integrated Transportation Systems

Background Analysis: Public transit, passenger rail, and air transportation systems appear underutilized in north central Florida. Usage is so low that reductions in service could occur in all three transportation modes in the near future. There is little coordination between public transportation providers. It is difficult to transfer between private automobile, air, and passenger rail transport modes. Cooperation between the region's public transit service providers does not exist. Public transportation could be more attractive if it were easier to transfer between modes and transit service areas.

Only a small percentage of the region's residents use public transit. As of 1980, only 2,014 persons in the region (1,694 in Alachua County alone) reported public transportation as their primary or most frequent means of commuting to and from their place of work.⁸ Population densities are so low in the region that traditional fixed-route, regularly-scheduled, public transit systems cannot be supported by ridership alone.⁹ Furthermore, population levels and densities in almost all urban areas of the region are well below the threshold necessary for financial self-sufficiency of traditional fixed-route public transit systems.

Existing public transit facilities are so underutilized that they require substantial government subsidies. Given recent declines in federal domestic program expenditures, increasingly high liability insurance premiums, and traditionally low population densities, public transit in north central Florida is threatened with the elimination of all government-subsidized public transit systems by 1991 unless increased financial support is received from either state government, local government, or system ridership.

Although substantial population increases have occurred in the region, population density levels in the region's urban areas have not substantially increased since 1970. Between 1970 and 1980, the region's population increased by nearly 82,000 persons. However, excluding Alachua County, urban population declined by 1.3 percent while rural population increased by 48.9 percent during the same period.

Available data on public transit ridership trends is inconclusive. In 1982, the Gainesville Urbanized Area had an average weekday public transit ridership of 6,200.¹⁰ By 1984, average daily ridership had dropped to 5,600, representing a 9.7 percent decline in public transit ridership. However, paratransit ridership in other public transit systems in the region appears to be increasing.¹¹ Between fiscal year (FY) 1978-79 and FY 1979-80, the average revenue ridership for the Suwannee Valley Transit Authority on scheduled routes increased by 15.7 percent.¹²

Public transportation systems in the rural areas of the region consist of a combination of large public transit systems as well as paratransit systems operated by a number of social service agencies providing special transportation services to their clients. These agencies may be able to provide service on schedules that meet their clients' transportation needs more efficiently and economically than traditional fixed-route public transit systems. Non-transit agencies appear to incur lower liability insurance premiums than general public transit system providers due to their limited transportation services status. In addition, these agencies tend to have lower overhead costs related to the financing and maintenance of public transit vehicles. Additional research is needed in this area.

Passenger rail service in the region is virtually non-existent. The region's only passenger rail depot is located in the City of Waldo, approximately 15 miles northeast of Gainesville. At present, Amtrak stops at the Waldo station twice daily. Use of the existing route is minimal, possibly due to the station's location and lack of scheduled public transit to the train station from larger cities in the region.

Airline service within the region, like other forms of public transit, is underutilized. Although the combined Gainesville and Ocala areas have a scheduled airline potential of more than 300,000 annual enplaned passengers, Gainesville's airline passenger traffic is far below this figure. The number of annual enplanements has declined since 1980 (178,500 in 1980 and 155,681 in 1985).¹³

Population growth necessitates more intensive use of airspace by airports and airways transportation systems. Growth also generates competing and conflicting demands for the same airspace by tall buildings and broadcasting towers. Broadcast antennas can obstruct airspace and limit access routes to airports. The reduced number of access routes and maneuvering airspace contributes to increased air traffic congestion, delays, and the likelihood of aircraft collision with obstructions as well as other aircraft. The construction of multi-storied buildings near airports can further compound traffic delays and increases collision risk by restricting approach and departure paths.

Structures such as antennas and tall buildings which requires the displacement of safe, efficient, orderly, and quiet flow of air traffic to and from airports should not be erected. Local government comprehensive plans should ensure compatible land uses and height restrictions near existing and planned airports.

Regional Transportation Facilities:

Regional Road Network

- All Interstate Highways

- All U.S. Highways

- All State Roads

- Hurricane Evacuation Routes

- All Local Roads Which Link Regional Facilities and Developments of Regional Impact (DRI's) to either Interstate, U.S., or State Highways

Airports

- Gainesville Regional Airport

Rail

- Amtrak Station in Waldo

- All railroad rights-of-way .

Large Public Transit Systems Serving More Than One Jurisdiction

- Gainesville Regional Transit System

- Big Bend Transit System

- Suwannee Valley Transit Authority

Agencies: Federal Aviation Administration, U.S. Department of Transportation, Federal Highway Administration, Florida Department of Transportation, Department of Health and Rehabilitative Services, Department of Commerce, Department of Community Affairs, Department of Environmental Regulation, Department of Highway Safety and Motor Vehicles, Department of Natural Resources, Department of State, Game and Freshwater Fish Commission, North Central Florida Regional Planning Council, Regional Transit System, Tri-County Council Transit System, Big Bend Transit System, Suwannee Valley Transit Authority, local governments.

20.2. Regional Issue/Cluster Title #65: Transportation to Aid Growth Management

Background Analysis: The regional road network consists of 1,200 miles of interstate, U.S., and state highways. The road network includes segments of local roads which link regional and state facilities such as parks and airports to the interstate, U.S., and state highways. The level of service C or higher appears to be in effect throughout the regional road network with the exception of the Gainesville urbanized area.

Wherever new roads are constructed, urban development inevitably follows. North central Florida contains the interchange of two interstate highways, I-75 and I-10, near Lake City. The interchange is a driving force in the growth of Lake City and is anticipated to continue to be a major stimulus to growth in Columbia County through the year 2010.

While transportation facilities can have positive economic impacts, they require an increased level of government regulation in order to maximize their use. The primary purpose of the regional road network is to move traffic between counties and urban areas of the region. While access must be provided to private property, such access cannot interfere with the primary purpose of the regional road network.

Excess curb cuts, in combination with additional traffic generated by strip commercial development, can reduce the level of service of the regional road network and increase traffic hazards. Improperly planned strip commercial development has reduced the level of service of portions of the regional road network in the Gainesville urbanized area and has the potential to reduce level of service in other growing urbanized areas in the region. Currently, there are few restrictions on curb cuts or requirements for the construction of access roads. In addition, required building setbacks are generally of insufficient depth to allow cost-effective lane widening or the installation of access roads. The Florida Department of Transportation (FDOT) does not have standardized curb cut regulations other than a minimum of 50 feet between curb cuts. This FDOT standard is inadequate. In north central Florida, the existing right-of-way width for State highways averages 60 feet. However, a 60-foot right-of-way is generally too narrow for segments of the regional road network.

Many communities nationwide have constructed by-pass roads in an effort to reduce congestion on city streets by redirecting through traffic around the periphery of urban areas. Unfortunately, many by-pass roads were not afforded adequate curb cut and setback restrictions. Many by-pass roads are now as congested as the roads they were intended to relieve. As recent history has demonstrated, the by-pass represents wasted money unless local and state governments adopt adequate controls to protect the road for that purpose for which it was designated.

Traditionally, transportation planning focused on the provision of safe, efficient, and economical transportation facilities and services with little regard to secondary impacts. However, new priorities are emerging in the provision of transportation facilities and services which consider social, economic, and environmental impacts.

There is currently a problem with some segments of the road network which cross habitat islands and corridors. Many of the roads in the region were constructed in the 1920's and 1930's prior to understanding the functions of habitat corridors and islands. No provisions were made on these roads for the safe passage of wildlife. For example, the Florida Department of Transportation is currently replacing bridges over small creeks and streams with large box culverts. Box culverts destroy the use of the streambank under the roadway for use as a wildlife travel corridor, forcing animals to cross the roadway.

The problems such road segments create for wildlife is easily identifiable by the many wildlife "road kills" which litter segments of the regional road network. Although data on the impacts of road kills on population levels of endangered species is not available, it appears to be of significance. For example, U.S. Highway 441 through Paynes Prairie State Preserve is well-known for its many road kills. U.S. 441 transects the middle of the prairie and does not have any barriers to prevent the movement of animals over the roadway. In addition, the road has few below-grade pathways for safe wildlife passage.

Little is known about the location of existing habitat corridors.¹⁴ Specific corridors have not been identified or mapped. However, it is generally known that riverbanks, streambanks, low elevation points, and ecotones are often used as habitat corridors.¹⁵ In addition to corridors, identified regionally significant natural areas are known to contain high concentrations of wildlife (habitat islands) and should be avoided when locating a new transportation corridor.

The coastal area of north central Florida is sparsely populated and generally undeveloped. Part of the reason for the absence of development may be attributed to the lack of a coastal highway. The closest coastal highway is U.S. Highway 19 which parallels the coast 10 to 15 miles inland. Although four roads provide access to the coast from U.S. Highway 19, the circuitous route from one coastal community to another has probably retarded urban development in coastal areas. The region's coastline is not conducive to urban development due to the coastal marsh which occupies its entire length. The coastal marsh is a natural resource of regional, state, and, perhaps, even national significance. Care should be taken to minimize the potential for adversely affecting this resource.

Growth management is very important in north central Florida. The combination of low population density and high public transit costs severely restricts the level of transportation service provided in the region, particularly in rural areas. Approximately 50 percent of the region's elderly population live in rural areas yet it is precisely this population which is most in need of public transit assistance.¹⁶

Approximately 20.0 percent of the elderly residents of the region suffer from a public transportation disability.¹⁷ This percentage is anticipated to increase over time as the proportion of elderly over the age of 75 increases. The region's elderly population age 75 and over is projected to increase by 60.0 percent between 1985 and the year 2000.¹⁸ Since government has a responsibility to provide essential services to its citizen's, it should direct growth to areas which can be economically served.

Regional Transportation Facilities:

Regional Road Network

- All Interstate Highways

- All U.S. Highways

- All State Roads

- Hurricane Evacuation Routes

- All Local Roads Which Link Regional Facilities and Developments of

- Regional Impact (DRI's) to either Interstate, U.S., or State Highways

Airports

- Gainesville Regional Airport

Rail

- Amtrak Station in Waldo

- All railroad rights-of-way

Large Public Transit Systems Serving More Than One Jurisdiction

- Gainesville Regional Transit System

- Big Bend Transit System

- Suwannee Valley Transit Authority

Agencies: Federal Aviation Administration, U.S. Department of Transportation, Federal Highway Administration, Florida Department of Transportation, Department of Health and Rehabilitative Services, Department of Commerce, Department of Community Affairs, Department of Environmental Regulation, Department of Highway Safety and Motor Vehicles, Department of Natural Resources, Department of State, Game and Freshwater Fish Commission, North Central Florida Regional Planning Council, Regional Transit System, Tri-County Council Transit System, Big Bend Transit System, Suwannee Valley Transit Authority, local governments.

Endnotes:

1. University of Florida, Bureau of Economic and Business Research Florida Statistical Abstract 1984, Table 13.01: Transportation To Work, (Gainesville, FL.: The University Presses of Florida, 1984), p. 356.

2. North Central Florida Regional Planning Council, Transit Development Program: Phase 1-Transit Management Information Report, (Gainesville, FL.: 1983), p. 31.
3. According to Table 4B-1 in the Florida Transit Manual for Small Urban and Rural Areas, written by Schimpeler-Corradino Associates (June 1978), one indicator used to determine an area's potential to use transit is population density. According to this Manual, indicators of transit use are as follows: Transit indicator Low population per acre: 0 to 3.99; Medium population per acre, 4.00 to 10.99; High population per acre, 11.00 and above.
4. Florida Department of Transportation and Gainesville Metropolitan Transportation Planning Organization, Gainesville Urbanized Area Transportation Study (GUATS) Year 2005 Plan, (Gainesville, FL.: August, 1982).
5. Paratransit services refer to dial-a-ride and similar types of services which provide on-demand, door to door (as opposed to a fixed route), transportation service.
6. In addition there are three smaller commuter airlines which provide service to the Gainesville Regional Airport. Interview with Richard A. Campbell, Exel Travel, Gainesville Florida, February, 1986.
7. Special planning study (unpublished), Metropolitan Transportation Planning Organization for the Gainesville Urban Area staff, City of Gainesville, Traffic Engineering Department, Alachua County Public Works Department, Gainesville, FL.: February, 1987.
8. University of Florida, Bureau of Economic and Business Research, Florida Statistical Abstract 1984, Table 13.01: Transportation To Work, (Gainesville, FL.: The University Presses of Florida, 1984), p. 356.
9. According to Table 4B-1 in the Florida Transit Manual for Small Urban and Rural Areas, written by Schimpeler-Corradino Associates (June 1978), one indicator used to determine an areas of potential to use transit is population density. According to this Manual, indicators of transit use are as follows: Transit indicator Low population per acre, 0 to

3.99; Medium population per acre, 4.00 to 10.99; High population per acre, 11.00 and above.

10. Florida Department of Transportation and Gainesville Metropolitan Transportation Planning Organization, Gainesville Urbanized Area Transportation Study (GUATS) Year 2005 Plan, (Gainesville, FL.: August 1982).
11. Paratransit services refer to dial-a-ride and similar types of services which provide on-demand, door to door (as opposed to a fixed route) transportation service.
12. Information was not available on ridership trends for the Big Bend Transit and Tri-County Council of Senior Citizens. North Central Florida Regional Planning Council, Suwannee Valley Transit Development Program, (June, 1980), p. 9.
13. J.A. Nammack Associates, Gainesville's Air Service Market (A Classic Case of Untapped Potential), A report to the City of Gainesville, (September, 1984).
14. A wildlife corridor is a strip of land forming a passageway. Corridors allow animals to travel and intermingle, instead of being isolated in a wildlife island.
15. An ecotone is an area where two different habitat types, such as a meadow and a forest, meet.
16. The statistic used in this report is the number of elderly aged 65 and over. University of Florida, Bureau of Economic and Business Research, 1980 Census Handbook: Florida Counties, Table 7.14, "Rural Residence: Persons Aged 60-64, Aged 65 and Over, and Aged 75 and Over Living in the Rural Portions of Counties in the State and Counties of Florida, 1980," (Gainesville, FL.: The University Presses of Florida, 1984), p. 329.
17. A transportation disability is defined as a health condition which has lasted six or more months and which makes it difficult or impossible for a person to use buses, trains, subways, or other forms of public transportation. University of Florida, Bureau of Economic and Business Research, 1980 Census Handbook: Florida Counties, Table 7.18, "Disability Status: Noninstitutionalized Persons Aged 65 and Over with a Public Transportation Disability in the State and Counties of Florida, 1980," (Gainesville, FL.: The University

Presses of Florida, 1980). p. 341.

18. State of Florida, Florida Consensus Estimating Conference:
State of Florida Population & Demographic Forecast, Fall
Conference, Table 5(A), "Florida Population Estimates and
Projections by Age: April 1," (Tallahassee, FL.: 1985).

STATE GOAL 21: GOVERNMENTAL EFFICIENCY

Florida governments shall economically and efficiently provide the amount and quality of services required by the public.

21.1. Regional Issue/Policy Cluster Title #66: Intergovernmental Coordination

Background Analysis: Successful growth management will require active intergovernmental coordination beyond traditional agency interactions. Areas in need of increased coordination, communication, and cooperation between local governments, state agencies, and the private sector include the planning, development, and provision of public services and facilities such as police and fire protection, emergency services, and transportation, particularly at jurisdictional boundaries. Other areas include public/private sector cooperation for electrical power utilities and transportation services as well as data standardization and use.

County governments were originally established by the state as its local administrative arm. The size of counties and the location of county seats were based upon a 30 mile radius, which roughly equalled a full day's journey by horse and wagon to the county seat from the farthest part of the county. Rivers were commonly used as county boundaries as they were transportation barriers.

With the advent of automobiles, bridges, modern roadways, and telecommunications, the 30 mile radius limitation was overcome. In order to improve efficiency in the delivery of services, the county ceased to be the state's service delivery unit. Almost all substate service districts now include more than one county. As the functions of state government has increased, the number of state agencies, divisions, and bureaus have increased as well. Each agency's substate service districts were selected to optimize efficiency based upon circumstances and criteria which were unique to each agency.

Today, Florida's (and the region's) system of overlapping substate district boundaries can be confusing to citizens and government officials alike. At its worst, time, money, and energy that could be more profitably spent on the implementation of state policies are spent on their coordination. Various analyses have concluded that the state's scheme of overlapping district boundaries contributes to duplication of services, a lack of coordinated data collection and interpretation, difficulty in maintaining efficient interdepartmental working relationships, difficulty in transmitting state and regional policies to local jurisdictions, confusion to the public resulting in a reduction of accessibility and accountability, increased administrative costs, and inability to facilitate the integration of land and water planning.

The discrepancy in regulatory requirements between state agencies and local governments can be particularly aggravating to property owners and developers who are trying to build homes and contribute to the economy. The large number of state agencies from whom permits are required, the

conflicting regulatory requirements, the overlapping service boundaries, and the lack of understanding of the entire regulatory process by local and state regulatory officials contributes to the confusion.

Florida contains over 500 substate districts, including counties and school boards. The North Central Florida Region, exclusive of county governments and school boards, is serviced by 46 state agencies, divisions, and bureaus. The region contains 81 substate service districts and is split by three or more substate service districts for 5 different state agencies. Only one agency, Criminal Justice Standards and Training, has a service district with boundaries coterminous with the region.

Current efforts at intergovernmental coordination at the state level lie primarily in the Interagency Management Committee (IMC) and the Governor's cabinet. The IMC is comprised of the Secretaries of the Departments of Commerce, Environmental Regulation, Transportation, Health and Rehabilitative Services, and Community Affairs, as well as other agencies. The Governor's cabinet consists of the eleven agency secretaries.

The Committee for the Study of Substate District Boundaries is continuing to examine the substate district framework and to develop an outline of criteria needed to redraw substate districts. Until then, the Council, state agencies servicing the region, and local governments are challenged to cooperate and to coordinate at a level sufficient to cope with regional problems and consequences of individual government actions upon the region.

The advantages of interlocal government agreements and economies of scale are widely recognized by north central Florida government officials. Examples of coordination between local government within the region include the Alachua County Library system, City of High Springs Fire Department which provides fire service protection to portions of southern Columbia County as well as second response unit to the City of Alachua, and the Alachua County Fire Department which contracts with many smaller cities of Alachua County to provide fire protection services. In addition, the Council is currently studying the feasibility of a regional solid waste treatment facility. In addition, there has been some consideration given by local officials to the establishment of a regional jail.

Annexation policies can have a significant impact upon agreements between cities and counties. A checkerboard annexation pattern can wreak havoc on emergency response services which often will respond without either the caller or the emergency service knowing whether or not the subject property is located within the corporate limits. Similarly, development regulations may be more lax in rural areas. Development built in unincorporated areas and later annexed can create problems when built to inadequate standards such as shallow building setbacks, inadequate curb control, and excessively large signs.

Problems can arise with street naming when city and county governments do not coordinate their street naming activities. This can result in needless confusion for emergency services as well as for others just trying to find an address. Once a street has been named, it can be difficult to change the name as individuals do not like to undergo the expense of changing stationery, business cards, and the notification of friends of the new address.

Coordination problems can result along the boundaries of government jurisdictions which have stable boundaries, such as between counties. Here, concerns exist regarding compatible land uses and coordinated delivery of services. It may be possible for one fire department to be located at or near a county boundary which could handle fires in the nearby county such as provided by the City of High Springs to southern Columbia County.

Schools, as public facilities, are unique in that they are planned for and financed by separate local entities. Specific intergovernmental coordination activities are required to implement school board siting decisions with the local planning process.

Public transportation is an example of coordinated services provided by the public and private sector. Florida law requires each county to designate a coordinated community transportation provider for the transportation. Every county in the region has designated a coordinated community transportation provider in an effort to reduce and/or prevent fragmented and duplicated service.

A Metropolitan Area Transportation Planning Organization (MTPO) has been established within the Gainesville Urbanized Area to develop a coordinated urban transportation planning program. The MTPO is composed of the five City of Gainesville Commissioners, the five Alachua County Commissioners, and two non-voting representatives of the Florida Department of Transportation. Staff services to the MTPO are provided by the Council. The MTPO administers the Gainesville Urbanized Area Transportation Study (GUATS). GUATS is the continuing, comprehensive, and cooperative urban transportation planning program for the Gainesville Urbanized Area.

An area which appears to need increased coordination efforts between the public and private sectors is the provision of electricity. Two communities in the region, the City of Gainesville and the City of Starke, operate their own power generation facilities. The City of Starke's facility consists of a small generation plant requiring additional purchases from the private sector. The remaining north central Florida communities and rural areas purchase their electricity from one or more private sector power companies.¹ At present, customers may receive power service from any company they choose as long as conformity to Public Service Commission (PSC) requirements are maintained.²

Currently, few major problems are reported to exist related to undefined service boundaries for electric utilities in the region. Although a competitive market is generally desirable, where two or more service providers exist, duplication of services may be inevitable and may ultimately result in higher costs to the consumer. The PSC is actively attempting to prevent future problems by encouraging utility companies to create boundary agreements among themselves and by requesting service area maps to be submitted which will be reviewed for potential territorial disputes and as an aid to growth management.

To aid in the coordination of growth management, accurate and compatible data must be maintained. The implementation of electronic information management in local government appears to be inevitable. Computers are already used to tabulate election results. They are also used by county property appraisers offices. These offices are required by the Department of Revenue to provide a machine readable computer tape of property tax records in a DOR-prescribed format. Many of the tax assessors offices in north central Florida contract with private market services to produce the tape.

State and local government electronic information management systems can maximize the utility of information currently collected manually by different agencies. The property appraiser records are a valuable source of information for local, regional, and state planning functions such as keeping tract of land use acreage over time.

Electronic permitting information can be utilized in a similar manner, provided that common formats are used. It may be possible for the Council to minimize the cost of conversion to electronic systems by writing model programs which can be used by all local governments within the region.

Electronic systems can also serve as a method of reducing the confusion of the development permitting process by providing information on request regarding the type of permits required for different development projects, who to contact, necessary information required to apply for the permit, in what sequence the permits should be obtained, as well as an estimate of how long it will take to obtain all necessary permits.

An integrated permit management and parcel-level data system could allow for automatic updating of records and easy tracking of property permit history. Furthermore, the cost of special studies which rely upon such information could be reduced, the time involved reduced, and the accuracy of the results greatly increased through integrated automated information systems. For example, the Suwannee River Water Management District's Geographic Information System could be recognized as a standard for electronic permitting and parcel-level data systems. All state agencies and local governments using this as a standard system would benefit from the work already undertaken in this field by the district.

Electronic information systems can be used to increase coordination and communication between north central Florida local governments and state agencies. A remote bulletin board system (RBBS) could be established and maintained by the Council to hold panel discussions and allow for the exchange of ideas and concerns on various regional issues between local elected officials. The RBBS could be called at the users convenience. The user could read and download previous discussions, leave messages and questions for further discussion by other callers and Council staff. The remote bulletin board system could also be used to electronically transmit Council publications and information to members.

Agencies: All state agencies and local governments, North Central Florida Regional Planning Council, the Gainesville Metropolitan Transportation Planning Organization.

21.2. Policy Cluster/Regional Issue #67: Efficiency in Government

Background Analysis: The North Central Florida Region contains 11 county and 33 municipal governments. A large majority of the region's cities are small rural communities with populations less than 5,000.³ Few of the region's local governments can, individually, provide both economical and adequate levels of community services and facilities. It is often necessary for local governments to enter into interlocal agreements in order to provide adequate levels of police, fire protection, and emergency medical response services.

Sixteen incorporated communities in the region have their own professional police departments. The remaining communities contract with county sheriff offices for police protection. Ten communities in the region have their own professional fire department. The remaining communities and rural areas rely on volunteer firefighting services.⁴ All of the region's eleven counties have at least one Emergency Medical Service (EMS) agency.⁵ Interlocal agreements for police, fire protection, and emergency services exist throughout the region. Informal "as needed" arrangements are rapidly being replaced by formalized agreements, due in part, to liability problems.

Innovative funding sources must be developed to finance regional facilities, such as a regional jail and a regional solid waste treatment site. One approach may be the use of special taxing districts, which can avoid restrictive government debt limits, and enable the financing of multi-jurisdictional facilities. In addition, state and federal funding programs must be developed to encourage the construction of large regional facilities that benefit from centralization and economies of scale. Proportionate impact fees and local option taxes could be developed to provide local sources of funding for regional facilities and services.

Agencies: All state agencies and local governments, North Central Florida Regional Planning Council, Metropolitan Transportation Planning Organization of the Gainesville Urbanized Area.

Endnotes:

1. North Central Florida Regional Planning Council, Regional Profiles, (Gainesville, FL.: October, 1982).
2. Interview with Bob Moye, Gainesville Regional Utilities, and Jack Mclean, Florida Public Service Commission, February, 1986.
3. Bureau of Economic and Business Research, University of Florida, 1985 Estimates of Population, Unpublished Data, February, 1986.
4. North Central Florida Regional Planning Council, Regional Profiles, (Gainesville, FL.: October, 1982).
5. North Central Florida Health Planning Council Inc., Council on Rural Emergency Medical Services, 1983-84 EMS Resources in North Central Florida, (Gainesville, FL.: May, 1984).

STATE GOAL 22: THE ECONOMY

Florida shall promote an economic climate which provides economic stability, maximizes job opportunities, and increases per capita income for its residents.

22.1. Regional Issue/Cluster Title #68: Economic Stability

Background Analysis: The quality of life for the residents of north central Florida is, first and foremost, dependent upon a healthy regional economy. The region has for many years enjoyed a stable economy based upon an abundance of high quality natural resources. Yet the region contains sharp economic contrasts. While unemployment rates have historically been significantly below state and national averages, north central Florida is the poorest region in the state. The region has the highest percentage of households living at or below the poverty level and many of the region's historically important industries are in decline. Therefore, economic development and job creation are primary concerns of the regional plan.

North central Florida has enjoyed historically low unemployment rates significantly below state and national averages. In addition, unemployment rates have remained relatively stable over time. Fluctuations in yearly unemployment rates are also significantly below state and national averages. To a large extent, government employment has kept unemployment rates from experiencing cyclical swings typically experienced in the manufacturing and construction industries. In 1980, government employment represented 38.8 percent of total regional employment.

The stabilizing influence of government employment in Alachua, Bradford, and Union counties is evident from the low unemployment rates characteristic of these counties. The average unemployment in these counties during 1980-1985 was 4.5 percent, 4.2 percent, and 4.0 percent respectively. Unemployment rates were somewhat higher in Columbia (7.1%), Gilchrist (6.9%), Lafayette (7.0%), and Madison (6.9%) counties. The counties showing highest unemployment rates were Dixie (7.9%), Hamilton (8.6%), Suwannee (7.5%), and Taylor (7.4%). North Central Florida counties showing the greatest fluctuations in yearly unemployment rates over time are Columbia, Dixie, Madison, and Taylor where rates have frequently exceeded the statewide average.

Although government employment has a desirable stabilizing influence, it offers only limited employment opportunities, tends to maintain wages at a level lower than the State and national levels, has limited indirect and induced impacts, and adds no real contribution to the gross state product. Despite the low unemployment rates, north central Florida is the poorest region in the state. In 1985, the per capita income in the North Central Florida Region was \$9,407--lowest in the state, a figure which represented only 70.0 percent of the state's per capita income of \$13,384. While regional per capita income is increasing at a rate more rapid than that of the state, if existing trends continue, north central Florida will remain the poorest region in the state through the year 2000.¹

Economic stability is lacking for the families that live at or below the poverty level. Every county in the North Central Florida Region is in the upper 50.0 percent of the State of Florida in terms of percentage of families living at or below the poverty level. To live below the poverty level is, by definition, to be unable to afford nutritionally adequate meals.² A report issued in January, 1986, by the Physician's Task Force on Hunger in America used the criteria of more than twenty percent of residents living below the poverty level and fewer than one-third of the eligible needy residents receiving food stamps to identify the 150 worst "hunger counties" in America.

Alachua County ranked 97th in the nation in hunger, while Suwannee County ranked 109th.³ Madison County, with 26.4 percent of families below the poverty line, ranked highest in the entire state in terms of the percentage of total families living at or below the poverty level. Madison, Dixie, and Hamilton counties are among the top 7 counties out of 67 in the state in terms of the highest percentage of families living below poverty. Suwannee, Lafayette, and Taylor are included in the top 14 counties of the state measuring percentage of total families below poverty.⁴

Historically important industries in the region include fishing, agriculture, and forestry, although combined these industries represent only 5.2 percent of the total 1983 regional employment. However, agriculture employment accounts for a relatively large percentage of total employment in Gilchrist (11.3%), Hamilton (11.5%), and Madison (15.2%) counties.

Recently, there has been a decline in the amount of land in agricultural production and a reduction in both the number and average size of farms. When Dixie County is removed from consideration, farm acreage in the remainder of the region declined by 11.4 percent, from 1,314,781 to 1,164,696 acres. Six of the region's counties experienced declines in farm acreage in excess of ten percent. Gilchrist County experienced the greatest percentage loss of farm acreage at 19.0 percent. Other counties experiencing notable losses include Alachua (12.7%), Bradford (16.1%), Columbia (17.5%), Hamilton (17.7%), and Suwannee (14.3%). Again, when Dixie County is removed from consideration, the number of farms within the region fell by 4.7 percent for the same period. The region's average farm size, exclusive of Dixie County, declined by 3.7 percent, from 274 acres in 1978 to 264 acres in 1982. The statewide average farm size declined by 1.9 percent, from 360 to 353 acres for the same period.⁵

Forestry in north central Florida is a major source of income. In the region, it is estimated that \$559 million is generated through the sale of stumpage (\$52 million) and manufacturing values added. Commercial forest land and land capable of producing timber comprises 71.0 percent of the region. Approximately 3.1 million acres are classified as commercial timberland. Forestry industries own 1.7 million acres, which represents 39.0 percent of all commercial forest land in the region. National Forests represent 2.5 percent, State and Counties land represent 0.7 percent and lands in private ownership represent 58.0 percent.

The region's coastal fishing industry is also declining. Statewide, fish landings have increased by 25.0 percent between 1978 and 1985, from 158,152,341 to 193,257,711 pounds. However, total fish and shellfish landings within the region declined by 34.0 percent during the same period, from 3,836,815 to 2,534,168 pounds.⁶

Phosphate mining has held an important role in the regional economy. Despite being a small percentage of total regional employment, the Occidental Chemical and Agricultural Company (OXY) mining complex in Hamilton County is of major significance to the economies of Hamilton, Columbia and Suwannee Counties, as well as the economy of the state. It is estimated that approximately 24.0 percent of all jobs as well as 36.0 percent of total salary and wage income in the three-county area are attributable directly or indirectly to OXY mining operations in Hamilton County. OXY is the single-largest private employer in the region. The mining and chemical processing operation employs 2,150 workers at full employment and directly adds approximately \$48,200,000 per year (1982 dollars) to the earned income of north central Florida families.⁷

Estimates of the total regional economic impact of the OXY mines vary. However, the Florida Department of Commerce estimates the annual economic impact on the region is approximately \$73 million.⁸ A substantial share of the output of the Hamilton County complex is exported through the Port of Jacksonville, with an economic impact of roughly \$23 million annually on the port facility.⁹

Closure of the two Hamilton County phosphate mines is projected to occur within twenty to twenty-five years. Unless steps are taken now, the loss of this basic industry is likely to have significant adverse economic consequences for the regional economy. A gradual relocation of personnel, a decreased share of total three-county employment represented by OXY by the year 2010, and the number of OXY employees reaching retirement age by the time the mine-out occurs may reduce the severity of mine closure impacts. However, a more comprehensive approach appears to be needed to plan for and mitigate the adverse impacts of closure.

Regional employment trends in manufacturing are not favorable. The percentage of total regional employment that is contributed by the manufacturing sector declined from 15.9 percent in 1970 to 12.7 percent in 1984. Despite a statewide increase in manufacturing employment of 34.3 percent between 1972 and 1982, 3 of the region's 11 counties actually experienced declines in manufacturing employment over the same period. Only three counties (Hamilton, Suwannee, and Union) experienced increases in manufacturing employment at rates greater than the statewide average.¹⁰

The economic future of north central Florida may depend upon wise management of existing resources and attributes of the region, and coordinated local government economic development efforts. To address agricultural and development problems in north Florida, the Task Force on the Future of Agriculture in Florida recommended that the State Comprehensive Plan be amended and a section on Economic Development be included, and that the state target north Florida as an area to locate

business and employment opportunities that require low infrastructure needs and sparsely populated areas. Regional attributes include unique natural resources, the University of Florida, the I-10 and I-75 interchange, and the large number of existing small businesses.

The majority of private economic enterprises in the region are small businesses employing less than 500 persons. The private companies in the region with greater than 500 employees are Buckeye Cellulose, Occidental Chemical Agricultural Products, Nationwide Insurance, and General Electric. Manufacturing employment is a significant employment source in seven counties (Hamilton, Lafayette, Dixie, Madison, Suwannee, Taylor and Union).

It is a widely accepted principle that the majority of new employment growth occurs from expansion of existing firms rather than the attraction of relocating businesses. Therefore, priority should be given to assisting the expansion efforts of existing small businesses. Locally-owned businesses are less likely to relocate when government incentives expire. In addition, locally-owned firms are considered more likely to recycle their profits and expenditures in the local and regional economies.

Different counties in the North Central Florida Region have different needs for economic development planning. Whereas, some counties may need considerable help in preparing promotional materials, providing business and technical assistance to existing firms or in planning and, implementing visitation programs, other counties are already well equipped to do all of these. Some north central Florida counties (Alachua, Columbia, Madison, and Taylor) already have professionally staffed economic development organizations. Two counties are just now making greater commitments to industrial development and have plans for additional staff (Bradford, Suwannee). Others have full- or part-time staffs who take on the responsibility for economic development in addition to their other responsibilities, or work with other multi-county development organizations to carry out their programs (Dixie, Gilchrist, Hamilton, Lafayette, Union).¹¹

While a legitimate need exists for many companies in snowbelt areas to relocate in order to tap the nation's snowbelt-sunbelt population migration, some firms move to avoid higher tax rates and to take advantage of economic incentives provided by state and local governments. After relocation, such industries may move again when government incentives expire. State and local government economic development efforts should avoid attracting such firms. While economic incentives have an appropriate function in attracting new industry with intentions to remain within the local economy, local governments are advised to avoid spiraling and mutually self-destructive economic incentive "wars" in which governments offer perpetually escalating incentives to attract out-of-state companies. Industries are not heavily concentrated within North Central Florida due, in part, to more favorable tax structures and other government-funded incentives in nearby Alabama and Georgia.¹² The levels of government effort required to attract out-of-region firms may not correspond to the number of jobs created. Industrial recruitment is

by far the most competitive, difficult, and hence, the most expensive economic development strategy available to local governments.

Another reason for the region's relative lack of industrial/manufacturing firms is historically poor access to markets.¹³ The completion of interstate highways 10 and 75 near Lake City is a relatively new and major stimulus to the regional economy. Completed in the mid-1970s, the two interstate highways provide improved access from the region to Jacksonville, Orlando, Atlanta, and New Orleans. Lake City, located near the I-75 and I-10 interchange, is a strategic location for wholesale services and manufacturing operations seeking convenient access to multiple southeastern markets. It is anticipated that the City of Lake City will experience significant growth as a result of this interchange.

The University of Florida may also serve as a catalyst for regional economic growth. Regional employment is projected to increase due to the development of Progress Center, a planned research and industrial park located within the city limits of Alachua. Progress Center is intended to serve as a private sector incubator for ongoing research efforts, such as Bioglass, conducted at the University of Florida. Progress Center may employ as many as 13,300 individuals and serve as a major stimulus to the regional economy.¹⁴ However, employment at Progress Center is likely to require specialized skills and training not presently available in the labor force. Some of the special skills and training required for employment may be obtained from the University of Florida.¹⁵

The economic stability of the North Central Florida Region depends upon wise management of existing natural resources and a regulatory environment which strikes a proper balance between controlling the externalities of economic activities while minimizing the regulatory costs and the production impediments to private firms. Externalities produced by one industry, such as water pollution, can have significant adverse, even disastrous impacts, upon another industry, such as fishing.

For example, farming requires the application of chemicals to the ground in order to produce commercially viable crops. The impacts, or externalities, of this action may include reduced surfacewater quality due to runoff containing domestic livestock wastes as well as fertilizers, pesticides, and herbicides used in agricultural production. Polluted waters entering the Suwannee-Santa Fe river system and the coastal marsh could have an adverse economic impact on the coastal fishing industry as well as on resource-based recreation and tourism.

Other examples of externalities include the construction of housing and other structures along the Suwannee-Santa Fe river system. Houses constructed close to the riverbank can have an adverse impact upon the river system's wilderness setting or otherwise adversely affect river aesthetics so as to reduce the river system's value as a tourist attraction. Residential developments located within or in close proximity to agricultural lands and private commercial forests can, through nuisance laws, adversely impact agricultural and silvicultural production management practices such as aerial applications of fertilizers, herbicides, and pesticides as well as controlled burning practices.

The natural resources of the region may still play an indispensable role in north central Florida's economic future. Tourism is an infant industry in the seven counties that border the Suwannee River. While Florida has an especially large concentration of its employment in services and retailing (i.e., 50.0%) to accommodate tourists, the Suwannee River economy (Columbia, Dixie, Gilchrist, Hamilton, Lafayette, Madison and Suwannee counties) has 41.1 percent of its total employment in these two tourist-oriented sectors.¹⁶

The Suwannee River supplies fishing, canoeing, swimming, and camping opportunities to recreation users. In 1983, in terms of the economic impact of tourism on the Suwannee River economy, outdoor recreation accounted for an estimated \$26.3 million from residents of the region, \$6.4 million from tourists, and \$7.4 million in wages to 826 recreation-support and service jobs.¹⁷ By the year 2000, the economic impact of Suwannee River recreational use is projected to reach \$35.2 million from residents of the region and \$6.8 million from tourists. Total spending should reach \$48.7 million, while employment is anticipated to rise to 1,026 jobs.¹⁸

However, the economic projections for recreational use of the Suwannee River may not materialize unless local governments take an active role to ensure a quality recreational experience for tourists. Care must be taken in land use planning along the river to preserve a high quality recreational experience. Efforts should also be made to inform tourists of the river system's recreational opportunities. Economic projections actually suggest a slight decline in the region's share of the state tourist market over the next ten years. However, if just 1.0 percent of the total state tourist days could be attracted to the Suwannee River, total recreational spending in the region would rise to nearly \$100 million annually. Suwannee River recreation-based employment would double. If the combined I-75 and I-10 tourist markets were tapped for only three percent of their potential, Suwannee River recreation spending would increase to approximately \$228 million annually while Suwannee River recreation-based employment would rise to nearly 4,800 workers.¹⁹

In addition to recreation activities, the Suwannee River could be the center of a revitalized American caviar industry. The American caviar industry was essentially eliminated in the early part of the 20th century due to water pollution. However, given the worldwide scarcity of the product and the fact that Atlantic sturgeon normally spawn within the Suwannee River, a sturgeon hatchery may be able to create a commercially viable caviar industry in the region. The Suwannee River is one of the few Gulf of Mexico rivers clean enough to support this now threatened specie.

Regional Facilities:

North Central Florida Private Industry Council
Suwannee River Economic Council, Inc.
North Central Florida Areawide Development Company, Inc.
North Central Florida Job Training Consortium
County offices of Job Service of Florida
The University of Florida
Local government fire stations
Progress Center
The I-75 & I-10 Interchange
Solid waste landfills
Hazardous waste treatment and transfer sites
Hamilton County phosphate mines

Agencies: Federal Aviation Administration, Florida Department of Commerce, Department of Community Affairs, Department of Agriculture and Consumer Services, Job Employment Service of Florida, North Central Florida Regional Planning Council, local governments.

22.2. Regional Issue/Cluster Title #69: Job Opportunities

Background Analysis: Regional economic stability is closely associated with job opportunities. Maintaining current employment levels and attracting additional jobs helps insure economic stability. An estimated net increase of 39,050 jobs must be created in the region by 1995 to maintain a 4.6 percent unemployment rate.²⁰ However, many of the existing jobs are in mature and/or declining industries such as agriculture, timber, and phosphate mining. It is likely that a certain percentage of existing jobs will be eliminated over time due to structural changes in the economy. Therefore, the total number of new jobs needed to maintain a 4.6 percent unemployment rate may be significantly larger than 39,050.

Many of the region's future job opportunities are anticipated to be highly skilled positions requiring college degrees and high levels of specific technical skills. Employment opportunities for individuals without high education attainment levels or who lack requisite technical skills may be quite limited. Without improved educational opportunities, individuals with low educational attainment levels and out-of-date vocational/technical skills may be forced out of the region while highly skilled people from outside north central Florida, specifically recent University of Florida graduates, garner the region's high-tech jobs.

Many jobs within the region are in the government sector. Alachua County is a statewide center for education and health services. The region is in the unique position of having professional, technical, and kindred workers comprising the region's largest employment category. Approximately 58.0 percent of the north central Florida work force is comprised of white collar workers--especially professional, technical, and clerical workers. Blue collar jobs constitute approximately 24.0 percent of the work force, with most of these equally divided between

craftsmen and operative type positions. Most of the remaining jobs are in the service category. This is largely due to both the heavy influence of the University of Florida and the increasing numbers of government jobs in Alachua County.²¹ In addition, the region has a very large number of scientists and engineers. It is reported that Alachua County contains the largest single pool of scientists and engineers in the state. Well over 2,000 doctoral level scientists and engineers reside in the Gainesville urban area.²²

The University of Florida may serve as a catalyst for regional economic growth. Regional employment is projected to increase due to the development of Progress Center, a planned research and industrial park located within the city limits of Alachua. Progress Center is intended to serve as a private sector incubator for ongoing research efforts, such as Bioglass, conducted at the University of Florida. Progress Center may ultimately employ as many as 13,300 individuals and function as a major stimulus to the regional economy.²³

The region's only four-year academic institution is the University of Florida. Despite the projected increase in population, it is entirely possible that fewer north central Florida students, both in absolute numbers as well as in the percentage of total high school graduates, will gain admission to this institution. The University of Florida is the State's flagship university and attracts students from all parts of the state and nation. The university has placed a cap on enrollment in order to shift students to other state universities and to increase the academic standing of the university. Competition for admission may become so intense that only the very best and brightest of the region's students will have the opportunity to attend a four-year university without undergoing the additional financial burdens involved in living away from home.

The region's local public school districts must place increased emphasis on upgrading their academic programs in order for students to remain competitive for admission to the University. In addition, further enhancement of the region's community colleges will be needed to provide up-to-date vocational/technical skills.

Four industrial groups in the region are projected to increase employment opportunities at rates greater than 20.0 percent between 1982 and 1995. These are Wholesale and Retail Trade (29.8%), Government (28.7 %), Mining (27.3%), and Transportation, Communications and Utilities (26.9%). Manufacturing employment is projected to increase 19.0 percent in the region between 1982 and 1995. This includes a projected 16.9 percent increase for durable goods manufacturing employment and a 20.9 percent increase in non-durable goods manufacturing employment. Construction employment in the region is projected to increase 10.1 percent by 1995. Finance, Insurance, and Real Estate shows the smallest percentage increase at 0.03 percent.²⁴

However, these employment projections may not materialize unless government takes an active role to ensure that public facilities necessary to accommodate growth are provided in a timely manner. For example, although the region is anticipated to experience growth in the

manufacturing sector, growth cannot safely occur without adequate hazardous waste transfer sites, treatment, and collection facilities. Adequate wastewater treatment capacity must be available to accommodate any and all forms of economic growth. Fire prevention and suppression services must also be able to dispatch industrial fires which may involve many different industrial chemicals and require very special fire fighting skills.

Many small north central Florida communities do not have the financial capacity to purchase sites suitable for industrial development or to extend the necessary utilities to those sites. Nor do they have the financial resources to make community improvements such as central water and sewer systems, recreation facilities, or cultural centers. The provision of adequate water supply, sewerage, and hazardous waste transfer sites are essential to advancing economic development. The provision of recreational and community facilities are also important for economic development as they make a community more attractive to private investors.

Small- and medium-sized businesses employing less than 100 employees create 80.0 percent of all new jobs in the nation. However, north central Florida small-and medium-sized firms often are unable to acquire affordable long-term capital financing. The non-profit North Central Florida Areawide Development Co., Inc. has been established to make reasonably priced long-term, fixed asset financing available to private small-and medium-sized businesses and industries in the region.

The North Central Florida Private Industry Council (PIC) and the North Central Florida Job Training Consortium are charged with developing regional economic development strategies and coordinating local economic development efforts, including industrial recruitment and retention programs as well as job training programs. The Private Industry Council consists of representatives from the region's businesses and organizations interested in job training programs. The Private Industry Council serves as the region's administrative entity and grant recipient for several federally-sponsored employment training programs. The Job Training Consortium consists of County Commission Chairmen from the region. Their mission is to strike a balance between the needs of the market for skilled workers and the needs of the unemployed for jobs.

The Private Industry Council has undertaken a study to determine likely target industries for industrial recruitment efforts. Identified industries and services best suited for north central Florida include office furniture; metal partitions and fixtures; periodicals, commercial printing, and manifold business forms; rubber, plastic hose, belts, and miscellaneous plastic products; fabricated metal products, valves, pipe fittings, and fabricated pipe fittings; electrical current carrying wiring devices, communications equipment, and semiconductors; engineering and scientific instruments; measuring controlling instruments; and medical and surgical instruments.²⁵

Industrial recruitment efforts must be closely coordinated with the government's comprehensive planning process for the provision of necessary supporting public facilities and appropriate site locations.

Many of the identified target industries use hazardous materials in the production process and generate hazardous waste as byproducts. Small businesses in these industries will require conveniently located hazardous waste storage facilities.

Increased job opportunities appear to be urgently needed by some residents of the region. Unemployment for individuals under the age of 24 already appears to be a problem. Regional unemployment rates are the highest for individuals between the ages of 16 to 19 and between the ages of 20 to 24. In 1980, unemployed males aged 20-24 represented 13.3 percent and unemployed females aged 20-24 were 14.9 percent of total regional unemployment.²⁶

Despite low unemployment rates, underemployment appears to be a significant regional problem.²⁷ The percentage of north central Florida families living at or below the poverty level is 61.0 percent higher than the statewide average. Although the percentage has declined significantly since 1969, from 20.3 to 16.3 percent by 1979, the number is unacceptably high. Alachua County is commonly thought to skew regional economic data due to the University of Florida student population. However, poverty rates within the region, exclusive of Alachua County, is actually higher when Alachua County is excluded. The 1979 ten-county area poverty rate was 18.5 percent.²⁸

The majority of north central Florida families below the poverty level appear to consist of female-headed households, elderly households, and black families. Female-headed households represented 38.4 percent of all families in the region below poverty level in 1979. Elderly households comprised 16.0 percent of all household below the poverty level. Incomplete data for minority families in four counties prevents a complete analysis of this category, but available information suggests that the percentage of black families below poverty level exceeded 34.0 percent in 1979.²⁹

One important way to reduce economic inequities, resultant expenditures on assistance programs, and to increase the well-being of families below the poverty level is to increase the number of adults who have productive employment. Among many obstacles to employment for heads of households whose incomes are at or below the poverty level are a lack of day-care services for their children and a lack of job skills. On-the-job training, remedial education, retraining, and other support are needed to make these people competitive in the job market.

The Federal Economic Development Administration designated the region as an Economic Development District in 1978. Two programs, the North Central Florida Areawide Development Company, Inc., and the Job Training Partnership Act Program, facilitate the improvement of the region's economic development. Job Training Partnership offices are located in Gainesville at the Job Service of Florida and the Alachua County School Board, in Lake City at the Job Service of Florida, in Perry at the Job Service of Florida, and in Live Oak at the Suwannee River Economic Council, Inc.

Regional Facilities:

North Central Florida Private Industry Council
Suwannee River Economic Council, Inc.
North Central Florida Areawide Development Company, Inc.
North Central Florida Job Training Consortium
County offices of Job Service of Florida
The University of Florida
Community colleges of North Central Florida
County school districts
Local government fire stations
Progress Center
The I-75 & I-10 Interchange
Solid waste landfills
Hazardous waste treatment and transfer sites
Hamilton County phosphate mines

Agencies: Florida Department of Commerce, Department of Community Affairs, Department of Agriculture and Consumer Services, Job Employment Service of Florida, North Central Florida Regional Planning Council, county school boards, local governments.

Endnotes:

1. Minshall, et. al., Report II: The Identification of Target Activities for the North Central Florida Area, (Battelle Laboratories, Columbus, OH: August, 1986), p. I-4.
2. The nation's official poverty level is based on two measures: (1) the proportion of income that poor families are expected to spend for food; and (2) the estimated cost of a minimally adequate diet. The U.S. Department of Agriculture determined that poor families spend about 1/3 of their incomes on food. Based on this determination, the government annually sets the federal poverty level at three times the cost of a minimally adequate diet.
3. Physician Task Force on Hunger in America, Hunger Counties 1986: The Distribution of America's High-Risk Areas, (Harvard University School of Public Health, Cambridge, MA.: January, 1986), p. 22.
4. Florida Department of Commerce, Division of Economic Development, Florida County Comparisons/ 1984, (Tallahassee, FL.), pp. 140-141.

5. Bureau of Economic and Business Research, University of Florida, 1985 Florida Statistical Abstract, (Gainesville, FL.: The University Presses of Florida), pp. 244-246.
6. Bureau of Economic and Business Research, University of Florida, 1981 Florida Statistical Abstract, (Gainesville, FL.: The University Presses of Florida), pp. 258-259; and Bureau of Economic and Business Research, University of Florida, 1985 Florida Statistical Abstract, (Gainesville, FL.: The University Presses of Florida), p. 273.
7. OXY estimates that due to an employment "multiplier" each job at the mine adds an 3.66 additional full-time equivalent indirect and induced jobs in Florida; 1.99 of these additional jobs are located within Columbia, Hamilton and Suwannee Counties. In addition, each dollar of direct salaries resulting from the OXY operation generates an additional \$2.68 of indirect and induced income within the three-county area, as well as \$1.59 statewide.

Department of the Army, Jacksonville District Corps of Engineers, Environmental Impact Statement for Environmental Evaluation of Existing and Proposed Mining Operations, (Occidental Chemical Agricultural Products, Inc., May, 1985), pp. 53-55.
8. OXY officials estimate the total economic impact on the three-county area economy at \$276 million. The total economic impact on the Florida economy is estimated by OXY to be approximately \$572 million. "Graham blasts Oxy report," Jasper News, Jasper, FL.: August 1985, p. 1A.
9. District Corps of Engineers, E.I.S. of Mining Operations for Occidental, May 1985. pp. 53-55.
10. Florida Department of Commerce, Division of Economic Development, Florida County Comparisons/ 1984, (Tallahassee, FL.), pp. 16-17.
11. Minshall, et. al., Report III: The Preparation of an Action-Oriented Economic Development Strategy for the North Central Florida Area, (Battelle Laboratories, Columbus, OH.: August, 1986), p. II-4.
12. Bureau of Economic and Business Research, University of Florida, "Industrial Growth Strong in Florida", Economic Leaflets, Gainesville, FL.: May, 1980.

13. Ibid.
14. Chance, Eng & Denman Inc., Development of Regional Impact Application for Development Approval, Progress Center, (Gainesville, FL.: Apalachee Development Company, 1986), pp.20-2 - 20-4.
15. Ibid., pp. 20-26.
16. Dr. Frederick Bell, Recreational Benefits and Economic Impact of the Suwannee River Water Management District's Proposed Land Acquisition and Management Plan, (Live Oak, FL.: Suwannee River Water Management District, August, 1986), p. 46.
17. Ibid., p. 83.
18. Ibid., p. 83.
19. Ibid., pp. 81-84.
20. Minshall, et. al., The Preparation of an Action-Oriented Economic Development Strategy for the North Central Florida Area, (Battelle Laboratories, Columbus, OH.: August, 1986), p. I-5.
21. State of Florida, Department of Labor and Employment Security, Division of Labor, Employment and Training, Bureau of Labor Market Information, Industry and Occupational Employment Projections to 1995, (Tallahassee, FL.: October 1984), p. 7.
22. Minshall, et. al., A Targeted Economic Development Program for the North Central Florida Area, (Battelle Laboratories, Columbus, OH.: August 1986), p. 20.
23. Chance, Eng & Denman Inc., Development of Regional Impact Application for Development Approval, Progress Center, (Gainesville, FL.: Apalachee Development Company, 1986), pp. 20-2 - 20-4.

24. State of Florida, Department of Labor and Employment Security, Industry and Employment Projections to 1995, (Tallahassee, FL: October 1985), p. 6.
25. A secondary group of identified industries include sauces, salad dressings, and frozen specialties; biological products, medicinals, botanicals, and pharmaceutical preparations; lawn and garden equipment, and miscellaneous special industry machinery; electronic computing machinery, calculating machinery, accounting machinery, and office machines; motors, generators, industrial controls, and welding apparatus; and automobile parts.
- Minshall, et. al., Report II: The Identification of Target Activities for the North Central Florida Area, (Battelle Laboratories, Columbus, OH.: August, 1986), pp. II-43 - II-44.
26. U. S. Department of Commerce, Bureau of the Census, General Social and Economic Characteristics, Florida, 1980, (Washington, D.C.: United States Government Printing Office, 1980), Table 176.
27. Underemployment is employment on a part time or temporary basis, or employment in an occupation other than what an individual has received training, or employment at an annual salary which is at or below the poverty level.
28. U.S. Department of Commerce, Bureau of the Census, General Social and Economic Characteristics, Florida, 1980, (Washington, D.C.: United States Government Printing Office, 1980), Table 176.
29. Ibid., Tables 61, 72, 82, 181.

STATE GOAL 23: AGRICULTURE

Florida shall maintain and strive to expand its food, agriculture, ornamental horticulture, aquaculture, forestry, and related industries in order to be a healthy and competitive force in the national and international marketplace.

23.1. Regional Issue/Cluster Title #70: Agricultural Industry

Background Analysis: The long-term productivity of the soils as well as the indiscriminate conversion of agricultural and forested lands to urban uses are major concerns within the region. Agricultural and forested lands comprise the vast majority of the land acreage of the region. In 1983, slightly over eighty percent of the region was comprised of either cropland (21.6%), pastureland (12.5%), or commercial forest (47.6%).¹ Commercial forestry operations is a major income producing source. An estimated \$559 million is generated annually through the sale of stumpage (\$52 million), and manufacturing values added.

North central Florida farms differ from those in other parts of the state in three ways. First, due to the colder climate, north central Florida farms do not produce citrus crops. Second, most of the region's farms are relatively small in size. The average farm size in ten of the region's eleven counties in 1982 was 264 acres compared to a statewide average of 352 acres.² Third, the majority of farm income is derived from livestock and poultry as opposed to cash crops.

North central Florida's agricultural income earnings is only half the statewide average. The region's 1982 agricultural land area represented 12.4 percent of the state total yet the reported farm income from all products in the region was a little over seven percent (\$246 million) of overall state farm income. The market value of livestock, poultry, and their associated products accounts for 70.0 percent of the region's farm income. This is significantly different from the statewide average where only 29.0 percent of farm income is derived from livestock, poultry, and their by-products.

Corn is the region's most abundant field crop, averaging approximately 127,000 harvested acres per year since 1980. The region produced 39.0 percent of the state's 1980 corn production. Soybeans is the next largest crop in both acreage planted and harvest size with an annual harvested average of 81,600 acres since 1980. The region's soybean production represents approximately 18.0 percent of the total state annual soybean harvest and production.³ The region's peanut acreage and actual peanut production represent more than 10.0 percent of statewide totals.⁴ Statewide, tobacco is a relatively small crop with annual harvested acreage of approximately 9,000 acres. However, over 90.0 percent of the state's harvested acres of tobacco production is located within the region.⁵

Due to continued urban pressures on land and water resources and due to the difficult nature of agricultural production in Florida, the viability of Florida agriculture is dependent on continued research and development programs in the state.⁶

The number of farms in the region declined by 6.0 percent, from 5,472 to 5,130, between 1978 and 1982. The actual loss of agricultural acreage for the same period appears negligible due to a dramatic increase in farmland in Dixie County. However, when Dixie County is removed from consideration, farm acreage in the remainder of the region declined by 11.4 percent, from 1,314,781 to 1,164,696 acres.

Six of the region's counties experienced declines in farm acreage in excess of ten percent. Gilchrist County experienced the greatest percentage loss of farm acreage at 19.0 percent. Other counties experiencing notable losses include Alachua (12.7%), Bradford (16.1%), Columbia (17.5%), Hamilton (17.7%), and Suwannee (14.3%). Again, when Dixie County is removed from consideration, the number of farms within the region fell by 4.7 percent for the same period. The region's average farm size, exclusive of Dixie County, declined by 3.7 percent, from 274 acres in 1978 to 264 acres in 1982. The statewide average farm size declined by 1.9 percent, from 360 to 353 acres for the same period.⁷

Many of the farms and ranches in north central Florida, as throughout the United States, are experiencing financial difficulties. Farmers routinely borrow money using their land as collateral. When the price of agricultural land drops, the amount of money which farmers can borrow declines accordingly. The value of agricultural land in rapidly urbanizing areas is, to a large extent, based not on the ability of the land to produce agricultural products but, rather, on the likelihood of its conversion to urban uses.

Given the financial difficulties of farming and the potential profits resulting from land conversion, the possibility exists for haphazard, unplanned urban development and residential subdivisions occurring in a checkerboard pattern in agricultural areas. The indiscriminate conversion of agricultural lands to urban use and residential subdivisions should not be allowed due to potential land use conflicts and the financial burden such development patterns present to local governments. At some point, limits must be established on the conversion of agricultural lands to urban use.

Urban land uses are incompatible with some agricultural or commercial forest management practices such as the aerial application of fertilizers and pesticides as well as controlled burnings. Conflicts can occur when residential subdivisions are allowed in areas traditionally used for commercial forestry and agriculture. Nuisance lawsuits have been filed by property owners within newly-created residential subdivisions against neighboring farmers and foresters. In such cases, it has traditionally made little difference to the court which land use was there first.

Foresters and farmers have sometimes been required by the courts to modify their business practices and incur substantially higher operating costs so as not to cause a nuisance to newly-developed residential subdivisions.⁸ In 1985, the Legislature adopted the Florida Right to Farm Act which addresses this problem by prohibiting normal farming operations from being considered a nuisance. However, the act does not cover commercial timber production.

When local governments place restraints upon urban development, such as large minimum lot sizes in agricultural areas, it is possible for declines to occur in agricultural land values and subsequent reductions in the amount of money which farmers and ranchers can borrow. Local governments in north central Florida may be better off to designate through the planning process which areas will remain in agricultural use and which will be allowed to convert to urban uses before development pressure further increases rural land values. Such action would help to stabilize land values and minimize future potential financial hardships to the agricultural community. However, without up-to-date soil surveys, local governments are not in a position to properly evaluate all of the factors involved when considering proposals to take land out of agricultural or silvicultural production for urban uses.

One state program which appears to have had some impact on reducing pressure upon agricultural areas to convert to urban uses is the greenbelt law. The greenbelt law is an agricultural lands assessment method which allows assessed values for agricultural lands to be based upon the income produced by the farm rather than upon the potential value of the land if converted to other land uses. However, numerous allegations have been made that this program is subject to abuse by land speculators. Widespread abuse of the greenbelt law could result in a repeal of the legislation.

The quality of the soil is the single most important determinant of the ability of the land to produce agricultural products. North central Florida has a thin topsoil which is generally less than six inches in depth. The U.S. Soil and Conservation Service has determined an acceptable average annual rate of soil loss statewide of five tons per acre per year. However, only one county in the region is monitored for soil loss. Soil loss monitoring is vital to determining the effectiveness of agricultural practices designed to stabilize soil loss rates.

The 1974 Florida General Soils Atlas with Interpretations for Regional Planning Council Districts III and IV, identified fifty-nine soil associations in North central Florida. The atlas identified 24.6 percent of the region as having high value for woodland, 47.2 percent for pastureland, and 8.34 percent for cropland uses.⁹ However, these soil maps are considered very general and in need of updating. The generalized information provided in this atlas is gradually being replaced by more detailed county-by-county soil surveys. Currently, three counties in the region have modern published soil surveys. In addition, two additional counties are anticipated to have soil surveys completed and published by the end of 1987.

In an effort to assure the completion and publication of soil surveys, the National Cooperative Soil Survey and the state-funded Accelerated Soil Survey Program are completing soil survey reports for Florida counties at a rate that, if continued, would result in the mapping of all of Florida by 1990. There are four basic types of land to be identified: (1) prime farmland, (2) unique farmland, (3) additional farmland of statewide importance, and (4) additional farmland of local importance.¹⁰ The identification of prime and unique agricultural lands has been completed for 9 of the region's 11 counties. Within these counties, only 2.3 percent of the total area has been identified as either prime or unique acreage. Madison (8.9%) and Alachua (4.3%) counties were identified as having the largest percentage of such lands. The U.S. Soil and Conservation Service has developed a land use decision system which takes into consideration soil suitability for various land uses and has been implemented in at least one Florida county.¹¹

Agricultural practices, principally through the use of pesticides and fertilizers, may have potentially significant impacts upon both surfacewater and groundwater quality. The principal source of water for industrial, residential, and agricultural uses in the region is the Floridan aquifer. Care must be taken to insure that surfacewaters in agricultural areas, particularly within high percolation areas and stream-to-sink watersheds, have been properly treated to prevent contamination of the water supply. Special consideration may be warranted in the application of agricultural chemicals in order to prevent pollution of the potable water supply. These concerns could translate into a minimum setback requirement from sinkholes, special surfacewater management considerations, special cattle grazing setbacks from rivers, streams, and other surfacewater bodies, as well as measures to control potential contaminants such as automobile oils, fertilizers, and pesticides, along with increased education efforts in the proper application of such products.

The U.S. Soil Conservation Service and the U.S. Environmental Protection Agency have developed Best Management Practices (BMPs) for agricultural areas. In addition, BMPs have been developed for silviculture practices by the Florida Division of Forestry. These manuals outline appropriate management practices which minimize water pollution caused by soil erosion, animal wastes, as well as fertilizer and pesticide application techniques. Some of these practices are more capital intensive than others and farmers are not always able to afford the financial costs associated with implementation of agricultural best management practices. Currently, information is not available indicating the type and extent of use of BMPs within the region.

Agricultural irrigation practices can also have adverse impacts upon both the quality and quantity of underground water supplies and stimulate saltwater intrusion of coastal freshwater aquifers. Care must be taken to insure groundwater quality and quantity is assured through careful monitoring of agricultural water use within the region. Currently, 18.5 percent of the farmed acres within the Suwannee River Water Management District are irrigated. However, virtually all of the cash crops are irrigated. Nearly all of the irrigation water was supplied by

groundwater sources. In 1985, 44.76 million gallons per day of water was withdrawn from groundwater sources for irrigation purposes, of which practically all was used in spray irrigation.

Irrigation systems often fail to distribute water uniformly, in which case some parts of the field receive more water than can be used. The excess water simply runs off, percolates out of the root zone, or is lost through evaporation. Sprinkler irrigation generally has efficiencies in the 70 percent range. Reducing groundwater withdrawals through improved irrigation methods can make a reservoir or aquifer last longer.

Low energy precision application is a new method superior to conventional sprinkler systems which spray water high in the air. This method brings water closer to the plants through drop tubes extending vertically from sprinkler stems. Efficiencies as high as 98.0 percent can be achieved when this system is used on leveled land. Because lower water pressure is needed, energy savings of 20.0 to 30.0 percent can result from this technique.

Trickle or drip irrigation is a thrifty irrigation technique suitable for fruit, vegetable, and orchard crops. A network of porous or perforated piping is installed on or below the surface of the soil to deliver water directly to the roots. With this method, evaporation and seepage is kept at a minimum.

Conservation tillage, or minimum tillage, is among the most effective water conservation measures. It involves leaving crop residues and stubble in the field after harvest. These residues hold rainwater, slowing runoff and reducing evaporation from the soil.

While the region's coastal fishing industry has been declining in recent years, aquaculture represents a relatively new and exciting component of Florida agriculture and should be adequately addressed in future state efforts¹². Statewide, fish landings have increased by 25.0 percent between 1978 and 1985, from 158 to 193 million pounds. However, total fish and shellfish landings within the region declined by 34.0 percent during the same period, from 3.8 to 2.5 million pounds.¹³

Commercially valuable coastal and marine fish and benthic invertebrate species found along the north central Florida coast include the eastern blue oyster, blue crab, stone crab, bay scallop, pink shrimp, white shrimp, rock shrimp, spotted sea trout, red drum, mullet, sheepshead, Atlantic sturgeon, Spanish mackerel, bluefish, spotfish, mullet, and pompano.

Regionally Significant Resources:

Prime, unique, and locally important agricultural lands
Big Bend Seagrass Beds
Florida Middle Ground Live Bottom Area
Other Marine Live Bottom Communities
Coastal Marsh

Estuaries
Coastal Freshwater Wetlands
Coastal Rivers
Suwannee River
Aucilla River

Agencies: U.S. Soil and Conservation Service, U.S. Fish and Wildlife Service, Florida Department of Agriculture and Consumer Services, Department of Community Affairs, Department of Natural Resources, Game and Freshwater Fish Commission, Department of Environmental Regulation, Department of Commerce, Institute of Food and Agricultural Sciences (University of Florida), Suwannee River Water Management District, St. John's River Water Management District, North Central Florida Regional Planning Council, local governments.

23.2. Regional Issue/Cluster Title #71: Expanding Agricultural Opportunities

Background Analysis: The Task Force on the Future of Agriculture in Florida was created by Governor Bob Graham (Executive Order 85-227, October 28, 1985) and charged with the responsibility of assessing a wide range of issues and programs related to Florida agriculture. Items considered by the Task Force include basic and applied research programs, systems to transfer technological knowledge to agricultural producers, state actions to improve the competitive position of Florida agriculture, agricultural finance, and state and federal policies on land, water, taxation and community development. The Task Force developed recommendations and suggestions with regard to the agricultural and economic conditions in north Florida, as well as in the areas of research and education, marketing, state planning and regulation, and finance.¹⁴

Specific agricultural and development problems in north Florida are identified, and recommendations developed to address these problems. The Task Force recommended that: (1) the State Comprehensive Plan be amended and a section on Economic Development be included; (2) the state target north Florida as an area to locate business and employment opportunities that require low infrastructure needs and sparsely populated areas; (3) technical and monetary assistance be made available to rural north Florida counties that will help them develop initiatives to expand existing industries and attract new industries where feasible; (4) the state direct contracts for projects to rural areas whenever the funds are not required to alleviate population or geographic specific problems in other sections of the state; and (5) adequate funding for research and extension of research results be made to the land grant universities. Funding should be made available to these institutions for production agriculture activities, as well as demographic, social and entrepreneurial activities that could improve the economic well-being of individuals in rural Florida.¹⁵

Recommendations of the Task Force with respect to research, extension and education programs for expanding agricultural opportunities include: (1) increase the concentration of research attention on problems of the environment and water quality; (2) the addition of a goal for extension programs which is to extend research data and information on agricultural production, marketing and economics to the planning and regulatory authorities; (3) preparation of a long term plan for extension, including both IFAS and FAMU, to complement the expanded research plan proposed; (4) an examination and probable revision of extension's system of recording and disseminating research results, with consideration given to the creation of a central library of Florida agricultural research perhaps with access via telephone linked microcomputers; and (5) consideration and analysis of the suggestion by the Board of Regents' review team of a two year or less agricultural education course.¹⁶

The recommendations of the Task Force with respect to marketing of agricultural goods include: (1) adequate funding to meet the goal of the Florida Department of Agriculture and Consumer Services to extend the distribution, sale and consumption of Florida's agricultural products through product promotions, increased awareness of the importance of agriculture to consumers and the utilization of television and radio to reach mass audiences; and (2) provision for an agricultural liaison staff-level position in the Governor's office to serve as a conduit for agricultural interests with respect to state and federal legislation and regulation and interstate relations.¹⁷

Financing agriculture and agricultural programs recommendations include: (1) that state agency heads be encouraged to review all agricultural programs with the purpose of identifying programs that are no longer needed or that duplicate the programs of some other state agency and that all new agricultural programs include criteria for evaluating program effectiveness and continuation; and (2) that the state review economic development and industry promotion programs to ensure that equal attention is devoted to agriculturally related industries and that state provided development incentives are equally available to these industries.¹⁸

The Task Force also recognized that aquaculture represents a relatively new and exciting component of Florida agriculture and should be adequately addressed in future state efforts. One potential area of commercial fishing growth in the region could be the revitalization of the american caviar industry. The caviar industry was essentially eliminated in the early part of the 20th Century due to water pollution. However, given the worldwide scarcity of the product and that Atlantic sturgeon normally spawn within the Suwannee River, a sturgeon hatchery may be able to create a commercially viable caviar industry in the region. The Suwannee River is one of the few Gulf of Mexico rivers clean enough to support this now threatened specie.

The Department of Natural Resources Agency Functional Plan calls for a dramatic increase in the harvesting of commercial seafood. However, no studies have been undertaken to determine the annual maximum sustainable

yield of coastal or marine seafood resources. Such a study should be undertaken before dramatic increases in seafood harvesting occur.

Regionally Significant Resources:

Prime, unique, and locally important agricultural Lands
Big Bend Seagrass Beds
Florida Middle Ground Live Bottom Area
Other Marine Live Bottom Communities
Coastal Marsh
Estuaries
Coastal Freshwater Wetlands
Coastal Rivers
Suwannee River
Aucilla River

Agencies: U.S. Soil and Conservation Service, U.S. Fish and Wildlife Service, Florida Department of Agriculture and Consumer Services, Department of Community Affairs, Department of Natural Resources, Game and Freshwater Fish Commission, Department of Environmental Regulation, Department of Commerce, Institute of Food and Agricultural Sciences (University of Florida), Florida Agricultural and Mechanical University, Suwannee River Water Management District, St. John's River Water Management District, North Central Florida Regional Planning Council, local governments.

Endnotes:

1. University of Florida, Bureau of Economic and Business Research, 1985 Florida Statistical Abstract, (Gainesville, FL: The University Presses of Florida: 1985), p. 230.
2. Dixie County skews the region-wide average. The region-wide average farm size, including Dixie County, is 308 acres. In addition, when Dixie County is included, the average farm size increased from 287 acres in 1978 to 308 acres in 1982. The total number of farms declined from 5472 in 1978 to 5132 in 1982.
3. Florida Department of Agriculture and Consumer Services, Florida Crop and Livestock Reporting Service, Florida Agricultural Statistics: Field Crop Summary, 1980, 1982, 1984.
4. Ibid.

5. Ibid.
6. Governor's Task Force on the Future of Agriculture in Florida, "Summary of Report Recommendations for Actions and Recommenations for Further Consideration," (December, 1986), p. iii.
7. University of Florida, Bureau of Economic and Business Research, 1985 Florida Statistical Abstract, (Gainesville, FL.: The University Presses of Florida, 1985), pp. 244-246.
8. Buescher, Jacob A., Robert W. Wright and Morton Gitelman, Cases and Materials on Land Use, American Casebook Series, Second Edition, (St. Paul, Minn.: West Publishing Co., 1976), p. 43.
9. Florida Department of Administration, Division of State Planning, The Florida General Soils Atlas with Interpretations for Regional Planning Districts III & IV, (Tallahassee, Florida: July, 1974), pp. 5-43.
10. R.B. Brown, "Florida Agricultural Land Use - What Do We Know?" (Unpublished paper, Soil Science Department, University of Florida, 1984).
11. Lloyd E. Wright, Warren Zitzmann, Keith Young, and Richard Googins, "LESA-Agricultural Land Evaluation and Site Assessment," Journal of Soil and Water Conservation, Vol. 38, Number 2, (March-April 1983), pp. 82-86.
12. Governor's Task Force on the Future of Agriculture in Florida, "Summary of *report Recommendations for Actions and Recommendations for Further Consideration," December, 1986.
13. University of Florida, Bureau of Economic and Business Research, 1981 Florida Statistical Abstract, (Gainesville, FL.: The University Presses, 1981), pp. 258-259; and, University of Florida, Bureau of Economic and Business Research, 1985 Florida Statistical Abstract, (Gainesville, FL.: The University Presses, 1985), p. 273..
14. Governor's Task Force on the Future of Agriculture in Florida, "Summary of Report Recommendations for Actions and Recommendations for Further Consideration," (December, 1986), p. i.

15. Ibid., pp. v-vi.

16. Ibid., pp. vi-vii.

17. Ibid., p. vii.

18. Ibid., p. x.

STATE GOAL 24: TOURISM

Florida will attract at least 55 million tourists annually by 1995, and shall support efforts by all areas of the state wishing to develop or expand tourist-related economies.

24.1. Regional Issue/Cluster Title #72: Tourism Promotion

Background Analysis: North central Florida is rich in natural resources and natural areas to provide for resource-based recreation, yet tourism is still an infant industry in the region. Other potential tourist attractions in the region include sports and cultural events at the University of Florida, and historical/cultural events in the many small but historically rich towns.

Few of the tourists traveling by auto through the region take advantage of the many potential tourist activities offered by the Suwannee-Santa Fe River system. In 1970, the number of tourists visiting north central Florida was 215,096. While the regional population was 3.2 percent of the state, tourism in the region in 1970 represented only 0.9 percent of the state total. Tourism was primarily due to visits to Gainesville, representing 55.2 percent of the total tourism activity in the region. This was probably due to visitors to football and basketball games at the University of Florida.¹ In 1985, 15.8 million tourists entered Florida by auto, of which 31.7 percent used I-75, a main artery running through the region. Nearly 20.0 percent of all tourists enter Florida on I-10 which crosses Madison, Suwannee, Hamilton and Columbia Counties. Tourists travelling by air typically have destinations in central and southern Florida and are not easily available to Suwannee River counties that lack airport facilities and suitable enticements.²

As the region's population and the number of tourists increase, the natural areas which insure the scenic qualities of the region will require careful management to preserve water quality, wildlife, flora, and other natural scenic values. Given the large amount of undeveloped land and low population densities in the region, resource-based recreation should be emphasized, and state parks in the region are potentially important tourist attractions. Although attendance figures of the state parks include residents of the area who visit the state parks, the figures indicate their relative popularity. The state parks in the region, in order of highest attendance during Fiscal Year 1983-1984, are Ichetucknee Springs, O'leno, Devil's Millhopper, Suwannee River, Stephen Foster, Payne's Prairie, Marjorie Kinnan Rawlings, Forest Capital and San Felasco Hammock. Total attendance during Fiscal Year 1983-1984 was 520,178, down from 720,794 in 1980-1981. This decline was apparently due to decreases in visitor counts in recent years at Ichetucknee Springs due to a management program which limits the numbers of persons in an effort to study the impact of human use on the river. However, biologists report that recreational use of the Ichetucknee still needs to be reduced in order to prevent erosion of the river banks and loss of bank vegetation eaten by the Suwannee cooter, an endangered specie found along the river.³

Does the Ichetucknee River foretell the future of the Suwannee? In response to concerns over the use and management of the Suwannee River, the Save Our Rivers Program has authorized 80 million dollars over the next 20 years to the Suwannee River Water Management District for the purchase of lands along the Suwannee for preservation and protection of water quality.

Without the Save Our Rivers program, the Suwannee-Santa Fe river system would most likely develop in a manner similar to the Ichetucknee. Subdivision activity on the Suwannee River is proceeding at an alarming pace. A recent Council study projects that if the same amount of development activity which has occurred on the Suwannee since 1977 continues into the future, 92 percent of the entire riverbank will be subdivided into 1.75 acre residential lots by the year 2030. Using the same projection technique for the Santa Fe River, 46 percent of the lands adjacent to the Santa Fe will be subdivided into 1.25 acre lots by the year 2030.

The intent of the Save Our Rivers program is to protect the water quality of the region. In addition to water quality protection, these areas may be used, in certain circumstances, as recreational areas for a variety of uses. Despite the large amount of money, the entire river cannot be purchased. Rather, what is likely to emerge is a sequence of publicly-owned lands interspersed with farms, single-family homes, and higher density residential uses at urban centers. The important questions are to what extent and how much of the lands purchased with Save Our Rivers funds should be put to recreational use, and what impacts will increased recreational use have upon the Suwannee-Santa Fe river system in terms of water quality, habitats, flora, and wildlife?

The Suwannee has not been significantly degraded due to human use. The river's water quality is high and its banks are relatively free of streamside development. Given the projected increase in subdivision activity within the remaining privately-held lands adjacent to the river and the projected increase in the regional population it is likely that the Suwannee River will be increasingly used as a recreation resource.

A carefully derived balance must be struck between recreational use of the river system and the preservation of water quality, habitats, plants, and wildlife. For example, it appears that heavy recreational use of the Suwannee between the Gulf Coast and Manatee Springs State Park is not advisable since it serves as a travel corridor during the spring and fall months for the West Indian manatee. In addition, the Suwannee is the spawning grounds of the Atlantic sturgeon and is considered to be the last major spawning grounds in the Gulf of Mexico for this endangered fish specie. To protect the sturgeon, it may be necessary to designate certain parts of the river as a conservation district or reduce recreational use of the river along their migratory routes and spawning grounds during spawning and migratory runs.

In 1983, in terms of the economic impact of tourism on the Suwannee River economy, outdoor recreation accounted for an estimated \$26.3 million from residents of the region, \$6.4 million from tourists, and \$7.4 million in wages to 826 recreation-support and service jobs. By the year 2000, the baseline economic impact is estimated to be \$35.2 million in spending by residents and \$6.774 million in spending by tourists. Using the Suwannee River regional multiplier of 2.0, total spending should reach \$48.7 million, while employment could increase to 1,026 jobs to support those spending money on outdoor recreation.⁴ If the combined I-75 and I-10 tourist markets were tapped for only 3.0 percent of their potential, this would increase annual spending on the Suwannee River to near \$228 million and would employ nearly 4,800 workers.⁵

Historic areas are also attractive to tourists. Presently, there are three historic districts in the region. In Alachua County, the Northeast Gainesville Residential Historic District includes approximately 400 structures, of which 222 contribute to the designation. Also in Alachua County, the Micanopy Historic District is comprised of significant late 19th and early 20th century residential and commercial structures. It includes 51 structures, of which 39 contribute to the designation. In Bradford County, the Call Street Historic District in Starke contains approximately 30 structures. In addition, there are 41 sites in the region listed on the National Register of Historic Places. These sites could become tourist attractions if they are properly restored and promoted. Sites nominated to the Register receive a degree of protection from actions funded or licensed by the federal government and are eligible for federal historic preservation grant funding for acquisition and development.

Regional Facilities:

Parks: Ichetucknee Springs, O'Leno, Suwannee River

Special Feature Sites: Devil's Millhopper, Marjorie Kinnan Rawlings

Preserves: Payne's Prairie, River Rise, San Felasco Hammock

Museums: Forest Capital, Stephen Foster Folk Culture Center, Florida State Museum.

Registered Natural Landmarks: Devil's Millhopper, Payne's Prairie, San Felasco Hammock, Ichetucknee Springs

Wildlife Management Areas: Osceola, Aucilla, Tide Swamp, Steinhatchee, Cypress Creek, Lochloosa, Occidental, Raiford, Cypress Creek, Jena, Lake Butler, Perpetual.

Other: Save Our Rivers Lands, Florida Trail System

Agencies: Florida Department of Natural Resources, Division of Parks and Recreation; Department of State, Division of Historical Resources; Game

and Fresh Water Fish Commission; Department of Commerce; Department of Education; Department of Community Affairs; Department of Environmental Regulation; Department of Transportation; Department of Agriculture and Consumer Services; North Central Florida Regional Planning Council; Suwannee River Water Management District; St. Johns River Water Management District; U. S. Department of the Interior; U. S. Environmental Protection Agency; U. S. Fish and Wildlife Service; Army Corps of Engineers; local governments; county school boards.

Endnotes:

1. Bureau of Economic and Business Research, University of Florida, Florida Statistical Abstract 1972, (Gainesville, FL.: The University Presses of Florida, 1972), Table 21.832, p. 582.
2. Dr. Frederick W. Bell, "Recreational Benefits and Economic Impact of the Suwannee River Water Management District's Proposed Land Acquisition and Management Plan," (Unpublished report for the Suwannee River Water Management District, Live Oak, Florida: 1986), p. 83.
3. Telephone conversation with Don Younker, Biologist, Department of Natural Resources, District 3 Office, late summer, 1986.

Florida Natural Areas Inventory, Region 3, July 1985.
4. Bell, "Recreational Benefits and Economic Impact of the SRWMD Proposed Land Acquisition Plan," for the SRWMD, 1986, p. 83.
5. Ibid., pp. 81-82.

STATE GOAL 25: EMPLOYMENT

Florida shall promote economic opportunities for its unemployed and economically disadvantaged residents.

25.1. Regional Issue/Cluster Title #73: Opportunities for Unemployed and Economically Disadvantaged

Background Analysis: The regional unemployment rate is less than the statewide average. However, several counties have high unemployment rates and unemployment is particularly high for minority youth, families receiving food stamps, recipients of Aid to Families with Dependent Children (AFDC), persons with work disabilities, elderly, veterans, and dislocated workers. The regional unemployment rate (total number of unemployed persons/total number of persons in the labor force) for minority youth is approximately 28.1 percent. The unemployment rate for handicapped persons (with a work disability) is 9.7 percent. The rate for families receiving Aid to Families with Dependent Children is approximately 91.0 percent. The rate for food stamp recipients is approximately 67.0 percent.¹ Other disadvantaged groups include the elderly, veterans, and dislocated workers, though information on the unemployment rate for these groups is not available.

The design of public employment and training systems should be based on the type and number of recipients of public assistance. The provision of child day care is a pre-requisite for unemployed single mothers to take advantage of employment and training programs. In 1985, 4,473 families and 12,624 persons in the region received direct AFDC assistance.² In Fiscal Year 1984-85, 12,567 households and 30,363 individuals received food stamps.³ Program recipients are often low- or semi-skilled and, therefore, are in the most difficult position to obtain employment. Educational and employment training programs targeting these groups would offer a means for some of these households to increase earnings and free themselves from government dependence. Expansion of employment opportunities at all skill levels, with emphasis placed upon upgrading educational and vocational training, is necessary.

There is a clear and striking relationship between family instability and poverty.⁴ Continued failure to provide decent job opportunities for everyone results in a large, intractable, and costly dependent population. The costs are not merely the cost of public assistance payments, but the incalculable, indirect costs of lost productivity, crime, public discontent and private misery.⁵

Reducing familial dependency on government assistance is accomplished when the head of household is able to work full-time at a living wage. The provision of this opportunity should be the overriding goal of regional employment training policies and programs.⁶ The only able-bodied adults on welfare are those on the AFDC rolls. Since less than 5.0 percent of the families receiving AFDC include an able-bodied man, the only category of recipients with any potential for joining the work force are women with dependent children, the very persons AFDC was designed to assist in staying home.⁷ The father is absent in these families mainly through divorce, separation, desertion, or never having

been married to the mother. Providing job opportunities to these women would break the cycle of poverty, instability, and feminization of poverty.

According to the Special Task Force to the Secretary of Health, Education, and Welfare, the majority of women now on AFDC would prefer to work and support their families. Adequate child care facilities and a decent job at a living wage are necessary for these women.⁸ HRS licensed day care is provided in the region. However, evidence indicates there is a need for more day care.⁹

The employability of the economically disadvantaged is adversely affected by health problems, physical handicaps, family situations requiring child-care services, lack of transportation, low education attainment levels, and low vocational/technical skill levels.

Job training and support services for the unemployed and economically disadvantaged in the region are limited. Training is provided by the Job Training Partnership Act (Job Training Program) in the North Central Florida Service Delivery Area #5 and, to a lesser extent, by other government programs.

Since 1970, the regional unemployment rate has been lower than the state average and the regional economy has been stable despite the recessions of the national economy. The recession of the early 1970's was reflected in the regional unemployment rate changing from 1.9 percent in 1970 to 6.6 percent in 1975, a modest increase compared to other areas of the nation. By 1980, the regional unemployment rate was 5.2 percent, compared with 5.9 percent for the state and 7.0 percent for the nation. In 1984, regional unemployment equalled 4.9 percent, compared with 6.3 percent for the state and 7.4 percent for the nation.¹⁰

While the regional unemployment rate is less than the state average, the rural counties have unemployment rates above statewide rates. This occurs because Alachua County represents the majority of the labor force in the region and has a low unemployment rate. North central Florida counties with the highest unemployment rates in August 1986, were Columbia at 9.0 percent, Madison at 8.1 percent, Hamilton at 6.9 percent and Taylor at 6.4 percent.¹¹

The problem of unemployment in the region is worse for young workers. In 1980, unemployment rates were highest for the 16-19 and 20-24 age groups. Males between the ages of 16-19 represented 10.3 percent of total regional unemployment, while comprising only 6.0 percent of total regional population. Females in the age group 16-19 represented 12.5 percent of total regional unemployment, but only 5.7 percent of total regional population. Males between the ages of 20-24 represented 13.3 percent of total regional unemployment and 9.5 percent of total regional population. Females between the ages of 20-24 were 14.9 percent of total regional unemployment and 8.3 percent of total regional population.

Youth unemployment rates also indicate that the problem is worse in some areas of the region. In 1980, the highest unemployment rates in the 16-19 age group for males were Bradford County (10.4%), Dixie County (10.5%), and Hamilton County (11.7%). Highest unemployment rates in the region in this age group for females were Lafayette County (11.4%), Suwannee County (8.9%), and Bradford County (8.9%). In the 20-24 age group, the highest unemployment rates for males were Taylor County (9.7%), Madison County (7.3%), and Hamilton County (6.2%). Highest unemployment rates for this age group for females were Lafayette County (12.8%), Union County (11.5%), and Gilchrist County (10.2%).¹²

Special educational programs for disadvantaged groups improve opportunities for employment. The Alachua County Continuing Education for Pregnant Teens (ACCEPT) is a voluntary educational program to meet the needs of pregnant school-age women (See Policy Cluster 1.2). Training and support services are also offered for the developmentally disabled and physically handicapped (See Regional Issues 2.4, 2.8, 6.1, 6.9).

Employment training enables the unemployed and economically disadvantaged to improve their employability skills. Special programs in the region are designed to provide for special sectors of the disadvantaged population.

The North Central Florida Regional Planning Council is both the grant recipient and administrative entity for the Job Training Partnership Act (JTPA) program. The JTPA provides a range of education and job training services for economically disadvantaged adults and youths including on-the-job-training, work experience, and institutional skills training. The JTPA also provides training and placement of older individuals and a summer youth employment and training program. Participants of the older individuals program must be at least 55 years old and economically disadvantaged. This program enables attainment of certificates of high school equivalency in addition to the activities offered by the job training programs. The Summer Youth Program offers youth aged 14 to 21 a chance to gain valuable work experience while exploring a variety of vocations.

JTPA is a successful job placement program, but it does not meet all the job training needs of the region. A total of 641 individuals (424 adults and 217 youth) were served by the JTPA's two major programs during program year 1984-85. Overall, 498 participants completed the program with 390 (78.3%) entering unsubsidized employment. This compares to the placement of 254 of 328 (74.4%) participants in 1984. The Older Individuals Program served a total of 13 persons, of which 5 gained unsubsidized employment.¹³

JTPA offers job training to economically disadvantaged persons in the region. Of the persons participating in the JTPA program in 1985, 26.0 percent were dropouts, 59.0 percent were female, 63.0 percent were between the ages of 22 and 55, 5.0 percent were handicapped, 6.0 percent were displaced homemakers, 8.0 percent were ex-offenders or parolees, 12.0 percent were veterans, and 3.0 percent were unemployment compensation claimants.

The JTPA program coordinates with other agencies to provide employment training to the economically disadvantaged. Applicants to JTPA who require specialized support services are referred to the Florida Department of Health and Rehabilitative Services. In addition, the Job Training Program coordinates with many local agencies, organizations and programs in an effort to reach eligible individuals and to increase employment and training opportunities.¹⁴

Another job training program, the Jobs Corps Center in Gainesville, offers educational and vocational training to enrollees aged sixteen to twenty-two. The program serves approximately one thousand students annually. Educational training allows the participants to obtain a GED. Vocational programs include business/clerical, business/retail, health occupations, electrical assembly, building and apartment maintenance, automotive repair and automotive body work. The program also provides training in carpentry, printing and masonry through working agreements with the AFL-CIO.

The Displaced Homemaker program at Santa Fe Community College (SFCC) in Gainesville provides employability skills training to recently divorced, separated or widowed women, as well as to women with disabled spouses and women receiving public assistance. The program also includes instruction in personal growth and development. It provides for HRS licensed day care and transportation services. In FY 85-86, this program served 198 clients and provided job counseling to 111 women. Of these, 73.0 percent continued in a job training program or became employed.¹⁵

The Displaced Homemaker program at SFCC also serves the counties in HRS District III, which includes eight other counties in the North Central Florida Region. Using local resources in these counties, including Job Service and community colleges, the program holds 1-2 day seminars for displaced homemakers. Inadequate funding limits the program.

Other job training programs specifically for women in the region are the JTPA Word Processing program, the Sex Equity program, and the Single Parents and Homemakers program at SFCC.

General vocational and technical training is provided at Lake City Community College, Santa Fe Community College, North Florida Junior College, Bradford-Union Vo-Tech Adult Education Center, Live Oak-Suwannee County Vo-Tech Adult Education Center, and the Taylor County Vo-Tech Adult Education Center.

Priority should be given to job training programs targeted to projected job openings in the region. Between 1982 and 1995, industry employment in the North Central Florida Region is expected to increase by 34,000, an increase of 31.0 percent, reaching a total of approximately 145,000 jobs. From 1982 to 1995, the occupational profile in the North Central Florida Region is expected to shift only slightly. All occupational groups will increase. However, Service occupations, Professional, Technical, and Kindred occupations, and Clerical workers are expected to increase the most rapidly. North central Florida is unique in that the Professional, Technical, and Kindred workers make up the largest occupational category in both 1982 and 1995 largely due to both the heavy influence of the

University of Florida and the increasing number of government jobs in Alachua County. Specific occupational categories expected to increase more rapidly than average include Medical Workers, Secretaries, Typists, General Clerks and Cashiers, Data Processing Machine Mechanics, Dental Lab Technicians, Photoengravers and Lithographers, Food Service Workers, Cleaning Service Workers, Protective Service Workers, Health Service Workers, and Personnel Service Workers.¹⁶

Because of the rural nature of the region, agricultural employment is of significance and can offer opportunities for the unemployed and economically disadvantaged. The most agricultural production and service wage and salary employees in 1983 (500-999 employees) worked in the Fruit and Tree Nut category, all of those being in Madison County. Closely following was Landscape and Horticultural Services with approximately 300 employees, most of those in Alachua County.¹⁷

Offender training in the region is important due to numerous correctional facilities located in north central Florida. Until June 30, 1986, the Department of Corrections, in conjunction with the Department of Labor, trained offenders to prepare them for entering the Job Service Program to seek employment. However, the program has been terminated as less than 50.0 percent of the offenders who completed the program reported to Job Service after release. Currently, the Department of Labor is contracted to provide "employability skills training" (interview preparation, resume writing, etc.) to inmates within 90 days of release at four correctional institutions. For the 1986 fall term, 1,636 students were enrolled in this program.

Regional Facilities: Santa Fe Community College, Bradford-Union Vocational Technical Center, Lake City Community College, Taylor Vocational Technical Center, Job Service of Florida offices, North Florida Junior College, Live Oak-Suwannee County Vocational Technical Adult Education Center.

Agencies: Executive Office of the Governor, Florida Department of Education, Department of Corrections, Department of Health and Rehabilitative Services, Department of Labor and Employment Security, Job Employment Service of Florida, Department of Community Affairs, Food Stamp Offices, Division of Blind Services, Local Veterans Employment Representatives, North Central Florida Regional Planning Council, local governments, county school boards.

25.2. Regional Issue/Cluster Title #74: Assuring Access to the Job Market

Background Analysis: Assuring access to the job market requires that the regional labor force is trained in those work categories where opportunities will be available, that day care is available where needed, and that the transportation network provides adequate access for all willing workers, including disabled persons, to employment centers.

On October 1, 1983, an innovative approach to employment and training programs began under the Job Training Partnership Act. A cooperative effort between the public and private sectors was born. Formerly, private business had only a limited role in establishing policy for government job training programs. The establishment of the North Central Florida Private Industry Council, made up of a majority of private sector employers, is the vehicle through which local job training policies are established. Other organizations represented on the Private Industry Council include educational agencies, rehabilitation organizations, organized labor, and public employment organizations. The Private Industry Council's primary goal is to strike a balance between the needs of the labor market for skilled workers and the needs of the unemployed for jobs. The North Central Florida Regional Planning Council provides staff services to the Private Industry Council, serves as the administrator of the job training program and coordinates program activities.

One method of assuring access to the job market is increasing students' knowledge of the labor market. Outreach and recruitment of the Job Training Program and Job Service throughout the region is one means that labor market information is dispersed. Job Training Program staff work closely with educational institutions to provide presentations on a wide range of topics. Radio announcements and newspaper articles are also used to provide labor market information to the public.

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As noted in earlier, (see Regional Issues 1.2. and 25.1.), day care services are a crucial need in the region. Access to the job market for female heads-of-households is only possible where quality and affordable day care is offered.

The private automobile is the primary transportation mode available to the north central Florida labor force. The region has 1,101 miles of rural roadways and 130 miles of urban roadways. Included in this is 177 miles of interstate highways and 1,054 miles of state and county roads and highways. Between 1979 and 1982, \$23.4 million dollars were spent on the construction, improvement, and maintenance of roads throughout the region. By the year 2000, there is an expected need of an additional expenditure of \$240 million dollars for county and city roads alone.¹⁹ Assuring access to the job market requires that roads are properly maintained in order to keep the transportation network functioning.

In June, 1982, the Gainesville Urbanized Area Metropolitan Transportation Planning Organization adopted an overall modal split goal for the Gainesville Urbanized Area (GUA) of 5.0 percent of all transportation trips on the highway network be by public transit system by the year 2005.²⁰ In 1982, the modal split for the GUA showed an average weekday transit ridership of 6,200 and an estimated 949,400 person trips per day (A person trip is defined as a one-way trip made for any purpose by any means of travel by one person). In 1984, the average ridership dropped to 5,600 with the estimated person trips increasing to 998,400. This represents a 9.7 percent decline in ridership while person trips increased by 5.2 percent. This suggests that use of the mass transit system is being replaced by some alternative mode of transit or that the system is not meeting route needs as development occurs.²¹

In addition to the Regional Transit System that operates in the Gainesville Urbanized Area there are two other transit systems which operate in the region, the Suwannee Valley Transit Authority and the Big Bend Transit Authority. Overall, 6 of the region's 11 counties have limited public transit services in operation.

Transportation services for the disabled are provided by the Gainesville/Alachua County Regional Transit System (GACRTS) which operates a demand-responsive door-to-door minibus service in addition to its fixed route, fixed schedule main bus service. As of 1978, ten 11-passenger vans, including one equipped for wheelchair users, are dispatched throughout Alachua County. Whereas the service area of the main bus system is only 43.3 square miles, the minibuses pick up riders anywhere in the county, and transport them to their intended

destinations. Each minibus operates on a basic fixed-route to service regular passengers, with deviations to pick-up additional ones.²²

Regional Facilities: North Central Florida Private Industry Council, Job Service of Florida offices, Gainesville Urbanized Area Metropolitan Transportation Planning Organization, Gainesville/Alachua County Regional Transit System, Suwannee Valley Transit Authority, Big Bend Transit Authority, and designated providers of county transportation disadvantaged services.

Agencies: North Central Florida Private Industry Council, North Central Florida Regional Planning Council, Florida Department of Health and Rehabilitative Services, Gainesville Urbanized Area Metropolitan Transportation Planning Organization, Gainesville/Alachua County Regional Transit System (GACRTS), Suwannee Valley Transit Authority, Big Bend Transit Authority.

Endnotes:

1. North Central Florida Regional Planning Council, North Central Florida Service Delivery Area Employment and Training Plan for July 1, 1986 to June 30, 1988, (Gainesville, Florida: March, 1986), p. 19.
2. Florida Department of Health and Rehabilitative Services, Aid to Families with Dependent Children, Data furnished by Mr. Beville, Tallahassee, Florida, November, 1986.
3. Florida Department of Health and Rehabilitative Services Food Stamp Issuance Section, telephone communications with Ms. Marlene Manke (Gainesville) and Mr. Jim Payne (Tallahassee), November, 1985.
4. Special Task Force to the Secretary of Health, Education, and Welfare, Work in America, (Cambridge, Massachusetts: The MIT Press, 1973), p. 180.
5. Ibid., p. 185.
6. Ibid., p. 184.
7. Ibid., p. 177.
8. Ibid., p. 178.

9. In September 1986, DHRS District III listed 143 AFDC families waiting for day care and 1467 total families (AFDC, subsidized, protective services, and WIN) waiting for day care. District III includes all counties in the North Central Florida Region except Madison and Taylor, as well as Levy, Marion, Lake, Sumter, Citrus and Hernando Counties.

Florida Department of Health and Rehabilitative Services, Data Management Systems, telephone conversation with Barbara Ropicki, October 15, 1986.

10. North Central Florida Regional Planning Council, Population and Economic Study, (Gainesville, FL.: July, 1976).

Florida Department of Labor and Employment Security, Bureau of Labor Market Information, Labor Market Summaries Annual Averages 1980-1985, Months Jan. 1986-Aug. 1986.

University of Florida, Bureau of Economic and Business Research, Florida Statistical Abstract 1983, (Gainesville, FL.: The University Presses, 1983), pp. 195-197.

University of Florida, Bureau of Economic and Business Research, Florida Statistical Abstract 1985, (Gainesville, FL.: The University Presses, 1985), pp. 152-154.

11. Florida Department of Labor and Employment Security, Bureau of Labor Market Information, Labor Market Summaries Annual Averages 1980-1985, Months Jan. 1986- Aug. 1986.

12. U. S. Department of Commerce, Bureau of the Census, General Social and Economic Characteristics, Florida, 1980, (Washington, D.C.: United States Government Printing Office, 1980), Table 176.

13. North Central Florida Regional Planning Council, North Central Florida Service Delivery Area Training Activities by Occupation for the Period July 1, 1984- June 30, 1985, (Gainesville, Florida: August 1985), p. 10.

14. Agencies, organizations; and programs in the region which coordinate with the JTPA program include: Alachua County Department of Social Services; American Legion; Area Agency on Aging; Association of Retarded Children; Community Action Agencies; Community Development Block Grant Program; Disability Awareness Now, Inc.; Disadvantaged Transportation Organizations; Displaced Homemakers; Exceptional Industries; Florida Department of Commerce; Florida Department of Corrections; Green Thumb; Local School Systems; Older Americans Council; Regional Coordinating Council; Senior Community Service Employment Program; Unemployment Insurance Offices; United States

Small Business Administration; Urban Development Action Grant Program; Veterans Administration; Veterans of Foreign Wars; Vocational Education-Community Colleges; and, Vocational Education-School Boards.

North Central Florida Regional Planning Council, North Central Florida Service Delivery Area Employment and Training Plan for July 1, 1986 to June 30, 1988, (Gainesville, Florida: March, 1986), p. 10.

15. Telephone conversation with Nancy Griffeth, Director of Displaced Homemaker Program at Santa Fe Community College, October 9, 1986.
16. State of Florida, Department of Labor and Employment Security, Division of Labor, Employment and Training, Florida Employment Projections North Central Florida Regional Planning Council 1982-1995, (Tallahassee, Florida: October, 1985), pp.7-9.
17. Ibid., p. 240.
18. State of Florida, Department of Labor and Employment Security, Division of Labor, Employment and Training, Florida Employment Projections North Central Florida Regional Planning Council 1982-1995, (Tallahassee, Florida: October, 1985), pp.7-9.
19. University of Florida, Bureau of Economic and Business Research, Economic Leaflet, Volume 43, Number 3, March 1984.

University of Florida, Bureau of Economic and Business Research, Economic Leaflets, Volume 43, Number 7, July 1984.
20. Modal split is defined as "the distribution of trips made for any purpose among various means of travel (automobile, bus, bicycle, pedestrian, etc...).
21. Florida Department of Transportation and the Gainesville Metropolitan Transportation Planning Organization, Gainesville Urbanized Area Transportation Study (GUATS) Year 2005 Plan, (Gainesville, Florida: August, 1982).
22. North Central Florida Regional Planning Council , Elderly and Handicapped Transit Planning, (Gainesville, Florida: July, 1978).

STATE GOAL 26: PLAN IMPLEMENTATION

Systematic planning capabilities shall be integrated into all levels of government in Florida with particular emphasis on improving intergovernmental coordination and maximizing citizen involvement.

26.1 Regional Issue/Cluster Title #75: Intergovernmental Coordination and Cooperation

Background Analysis: State, regional and local intergovernmental coordination and communication is central to the comprehensive regional planning process. The extent to which local, regional and state agency plans are comprehensive depends on the availability of information and cooperation from each of the sources.

In the process of preparing the plan and identifying regional issues, the Council seeks the cooperation and assistance of local governments and state agencies. Intergovernmental coordination and cooperation between local governments, and between local governments and the Council ensures the development of a comprehensive regional policy plan and local plans that address regional conditions, problems and issues. Finally, the Executive Office of the Governor reviews the regional comprehensive plan and state agency plans for consistency with the state comprehensive plan to ensure that these plans implement and accurately reflect state goals and policies.

The Council coordinates federal, state and local government activities, ensures a broad-based regional perspective in its activities, and enhances the ability and opportunity of local governments to resolve issues and problems which transcend individual boundaries. By assisting local governments with planning issues beyond local scope, regional planning encourages continual cooperation among communities within an area to establish environmentally and economically sound plans for future needs and growth. Regional planning also encourages cooperation among communities that may benefit from coordinating and making available technical expertise or social programs.

Local governments review the comprehensive regional policy plan and provide feedback which is also an important aspect of intergovernmental coordination and cooperation. The draft of the regional comprehensive plan is circulated to all local governments in the region, which have a reasonable amount of time for review and presentation of comments. Local governments are encouraged to identify any potential conflicts with adopted local comprehensive plans, land development regulations, and capital improvement programs and to recommend changes to the regional plan that would resolve identified conflicts. Local governments also receive notice of all workshops and meetings scheduled to receive public comment on the proposed plan. Water management districts with jurisdiction in the region also receive a draft of the plan for review and comment. Inter-regional coordination is achieved by providing copies of the draft plan to adjourning regional planning councils for their review and comment.

To develop coordination of and communication between federal, state, regional and local governments, the Council also circulates drafts of individual policy clusters from the comprehensive regional plan to other public agencies. The review and presentation of comments by public agencies operating within the region that may be affected by the plan or have some information or expertise useful to the development of the plan is an important contribution to the planning process.

State agencies are required to submit to the Office of the Governor a functional plan that identifies specific agency programs which support and further the goals and policies of the state comprehensive plan. State agency liaisons appointed to the Council's planning committee provide a valuable link between the state and regional planning agency. Cooperation between the Council and the network of state agencies is essential to provide access to information pertaining to state policies which guide agency program goals and objectives. In preparing background analyses, the Council uses data, annual reports and interviews from state agencies to build a case for the identification of regional issues and trends. The Council also coordinates research with the Department of Community Affairs (DCA) in order to achieve uniformity and consistency in land use information and data collection efforts. DCA also makes available a data base for local and regional planning purposes.

The Council reviews state agency functional plans to ensure that they are consistent with the goals and policies of the state and regional comprehensive plans. Each state agency functional plan identifies infrastructure and capital improvement needs associated with the agency programs. Furthermore, each agency functional plan identifies the financial resources necessary to implement the provisions of the plan, and identifies the specific legislative authority necessary to implement the elements of the proposed functional plan.

The regional planning process is a continuous and ongoing process. The Council will prepare an evaluation on the comprehensive regional policy plan at least once every three years, assess the successes or failures of the plan and prepare amendments, revisions or updates to the plan.

Agencies: Local governments, North Central Florida Regional Planning Council, Florida Department of Community Affairs, Water Management District, Executive Office of the Governor and all agencies.

IV

REGIONAL GOALS, POLICIES AND STANDARDS ELEMENT

INTRODUCTION

This third major element of the North Central Florida Comprehensive Regional Policy Plan develops regional goals, policies and standards which should be followed in addressing the regional issues/problems/opportunities discussed in the regional issues section of the plan. This element includes Appendices A and B which provide information regarding the area affected by the hurricane surge and the Suwannee River conservation areas, respectively.

Similar to the regional issues section, the following is divided into 26 major subsections which are headed by a restatement of the state plan goals. Following this are statements of regional goals which address the previously identified regional issues, policies which are designed to implement the regional goals and, where possible and appropriate, performance standards which give greater definition to the policies. Also included in this section are measure statements which are designed for use in subsequent evaluations of the effectiveness of the policies. Each regional plan is to be evaluated and, if appropriate, updated every three years.

As discussed in more detail in the Implementation Strategy, the following regional goals, policies and standards will be used as the basis for commenting on local government comprehensive plans, state agency functional plans, developments of regional impact, and other issues brought before the Council for review. It should be noted, however, that the intent of the State and Regional Planning Act of 1984 is that the plan be a plan for the region and not just a plan for the Council. Therefore, implementation of the regional policy plan is the responsibility of all agencies, public and private, which are located or operate within the region.

For purposes of this plan and consistent with Chapter 186, F.S., and Chapter 27E-4, FAC, the following terms are defined as follows:

"Goal" is defined as the long-term end toward which programs and activities are ultimately directed.

"Measure" is defined as a statement which is designed to show the effectiveness of a regional policy as the latter is implemented over time. Measures will be used to assist the Council in assessing the successes or failures of this plan in preparing the three-year evaluation reports required by Chapter 186.511(1), F.S.

"Policy" is defined as the ways in which programs and activities are conducted to achieve identified goals or a principle on which a measure or course of action is based.

"Regional Issue" is defined as a problem, opportunity, or action of greater than local concern or scope or that transcends individual local government boundaries. Consistent with Chapter 27E-4, FAC, this plan utilizes the Policy Clusters enumerated in a publication entitled "Policy Clusters", dated September 18, 1985, revised July 1, 1987, prepared by the Executive Office of Governor, as a minimum statement of regional issues.

"Significant Regional Resource" is defined:

- (1) A resource or facility whose area, extent or service delivery area lies within two or more local government jurisdictions.
- (2) A resource or facility whose uniqueness, function, benefit or importance identifies it as being of greater than local concern.
- (3) A resource or facility defined to be of greater than local concern or importance by state or federal legislative or administrative action.
- (4) A resource or facility whose proper and efficient management involves the participation or involvement of two or more governmental entities.
- (5) Facilities or resources identified as being of regional or state significance in an adopted state agency functional plan or state rule, or in this plan or other rule adopted by the Council.

"Standard" is defined as a statement which includes a measurable value which gives effect and adds definition to a regional policy.

To assist the user of this document, the following provides a list of agency acronyms used throughout this and other sections of the plan.

AGENCY ACRONYMS

AAA - Area Agency on Aging
 ACE - Army Corps of Engineers
 CIT - Department of Citrus
 COM - Department of Commerce
 CSB - County school boards
 CTS - Coordinated Transportation Services
 DACS - Department of Agriculture and Consumer Services
 DBF - Department of Banking and Finance
 DBR - Department of Business Regulation
 DCA - Department of Community Affairs
 DER - Department of Environmental Regulation
 DGS - Department of General Services
 DLA - Department of Legal Affairs
 DLES - Department of Labor and Employment Security
 DMA - Department of Military Affairs
 DNR - Department of Natural Resources
 DOA - Department of Administration
 DOC - Department of Corrections
 DOE - Department of Education
 DOI - Department of Interior
 DOR - Department of Revenue
 DOS - Department of State
 DOT - Department of Transportation
 DPR - Department of Professional Regulation
 EOG - Executive Office of the Governor
 EPA - Environmental Protection Authority
 FDLE - Florida Department of Law Enforcement
 FHA - Federal Housing Authority
 FmHA - Farmer's Development and Housing Authority
 GFWFC - Game and Fresh Water Fish Commission
 HHS - Department of Health and Human Services
 HHS - Department of Health and Human Services
 HPC - Health Planning Council
 HRS - Department of Health and Rehabilitative Services
 HSMV - Department of Highway Safety and Motor Vehicles
 HUD - Department of Housing and Urban Development
 IFAS - Institute of Food and Agricultural Sciences
 LEG - Legislature
 LGV - Local governments
 LHA - Local Housing Authority
 MTPO - Metropolitan Transportation Planning Organization
 PPC - Parole and Probation Commission
 PSC - Public Service Commission
 RPC - Regional Planning Council
 SCS - Soil Conservation Service
 SEC - Florida Solar Energy Center
 UF - University of Florida
 USFWS - Department of United States Fish and Wildlife Service
 WMD - Water management districts

STATE GOAL 1: EDUCATION

The creation of an educational environment which is intended to provide adequate skills and knowledge for students to develop their full potential, embrace the highest ideas and accomplishments, make a positive contribution to society, and promote the advancement of knowledge on human dignity.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Children, Families, The Elderly, Health, and Employment for additional applicable regional goals and policies.

1.1. Regional Issue/Cluster Title #1: Improving Student Performance

REGIONAL GOAL 1.1.1. Attain SSAT statewide averages in every county in the region (State Plan Policies 1.2, 1.5).

Measure: A change in the difference between county, region and state SSAT scores or equivalent measure in grades 6, 8, and 12.

Policy 1.1.1.1. The social, economic, academic and regional characteristics of students who achieve low, average and high SSAT scores should be documented to be used as a tool to design appropriate education programs (DOE).

Policy 1.1.1.2. Plans should be developed to improve student performance (CSB).

REGIONAL GOAL 1.1.2. Attain statewide average expenditures per FTE student in every county (State Plan Policies 1.6, 1.16, 1.18).

Measure: A change in FTE expenditures and the difference between state and county average FTE expenditures.

Policy 1.1.2.1. The reason for the disparity between average state and region FTE funding should be addressed (LEG).

Policy 1.1.2.2. Disparities between average county, region and state FTE funding should be eliminated (LEG).

REGIONAL GOAL 1.1.3. Attain statewide comparability in teacher's salaries in every county in the region (State Plan Policy 1.3).

Measure: A change in the difference between county, region and statewide average teacher's salaries.

Policy 1.1.3.1. The disparity between average teacher's salaries at region and state levels should be eliminated (LEG).

REGIONAL GOAL 1.1.4. Maintain adequate physical academic and athletic school facilities in every county in the region (State Plan Policy 1.15.).

Measure: A change in student-teacher ratios for secondary, middle, and elementary schools.

Policy 1.1.4.1. Ensure that provisions are made for school facilities in conjunction with residential development (CSB, LGV).

Policy 1.1.4.2. Improve the quality of libraries in public schools, communities, colleges and universities (DOE).

REGIONAL GOAL 1.1.5. Improve educational opportunities for children in grades kindergarten through 12 (State Plan Policies 1.6, 1.16).

Measure: A qualitative and quantitative change in student performance.

Policy 1.1.5.1. Provide alternative teaching methods so that low- and under-achievers will experience academic success (DOE, CSB).

Policy 1.1.5.2. Expand early learning experiences to enhance student achievement (DOE, CSB).

Policy 1.1.5.3. Provide access to a comprehensive curriculum for all students. (DOE, CSB).

Policy 1.1.5.4. Increase the use of technology to increase literacy and mathematical skills (DOE, CSB).

Policy 1.1.5.5. Provide adequate instructional materials, equipment and facilities to meet the needs of all students (DOE, CSB).

Policy 1.1.5.6. Develop procedures for identifying students with special learning needs (DOE).

Policy 1.1.5.7. Provide appropriate alternative education opportunities (DOE, CSB).

Policy 1.1.5.8. Provide the optimum amount of learning-time necessary to improve student performance (DOE, CSB).

Policy 1.1.5.9. Ensure standards of excellence for teacher education and certification (DOE, CSB).

Policy 1.1.5.10. Provide a management support system which will ensure excellence in the performance of school principals and other educational managers (DOE, CSB).

REGIONAL GOAL 1.1.6. Improve educational opportunities at the post - secondary level. (State Plan Policy 1.17).

Measure: A change in the annual enrollment of north central Florida post-secondary institutions.

Policy 1.1.6.1. Provide admission standards for state universities that recognize the rigorous academic preparation necessary to meet the challenges of university course work (DOE).

Policy 1.1.6.2. Ensure that universities provide a core curriculum in the liberal arts that applies to all lower-division students (DOE).

Policy 1.1.6.3. Expand the participation of private partnerships in recruiting additional nationally recognized faculty such as eminent scholars (DOE).

Policy 1.1.6.4. Establish and maintain components of national prominence in the university system (DOE).

Policy 1.1.6.5. Ensure that the university system provides reasonable geographic access consistent with other policies (DOE).

REGIONAL GOAL 1.1.7. Improve vocational education opportunities (State Plan Policy 1.18).

Measure: A change in the annual enrollment of north central Florida secondary and post-secondary vocational education institutions.

Policy 1.1.7.1. Provide a uniform and coordinated system of secondary and post-secondary vocational education (DOE).

1.2. Regional Issue/Cluster Title #2: Improve Student Retention and Completion and the Attainment of High School Diplomas and Post-Secondary Degrees and Certificates

REGIONAL GOAL 1.2.1. Establish dropout prevention programs in every county in the region (State Plan Policies 1.7, 1.9, 1.11, 1.16).

Measure: A change in the percentage of total dropouts.

Policy 1.2.1.1 The rate of births to teenagers should be acknowledged as a major socioeconomic problem and comprehensive educational efforts to should be made to address the problem (DOE, CSB).

Policy 1.2.1.2. Life management classes should be expanded in educational curricula (DOE, CSB).

Policy 1.2.1.3. Provide appropriate education programs and pathways for handicapped students, exceptional students, and students having learning disabilities and other special learning needs (DOE, CSB).

Policy 1.2.1.4. Provide education programs to allow for the continued education of pregnant students (DOE, CSB).

Policy 1.2.1.5. Provide day care services for the children of middle and high school age students (DOE, HRS).

SEE ALSO EDUCATION Policy 1.1.1.1.

REGIONAL GOAL 1.2.2. Assure continuing education programs for pregnant school age females in the region (State Plan Policies 1.7, 1.9, 1.11, 1.16).

Measure: A change in the percentage of female middle and high school dropouts.

Policy 1.2.2.1. Day care services for the children of middle and high school students should be made available (DOE, CSB).

REGIONAL GOAL 1.2.3. Provide a sufficient number of guidance counselors at the elementary, middle and high school levels (State Plan Policies 1.7, 1.9, 1.11, 1.16).

Measure: A change in the guidance counselor to student ratio.

Policy 1.2.3.1. Every effort should be made to acquire a sufficient number of guidance counselors in each school (CSB).

REGIONAL GOAL 1.2.4. Attain the statewide rate of recent high school graduate enrollment in post-secondary institutions by the year 2000 (State Plan Policies 1.7, 1.9, 1.11, 1.16).

Measure: Change in the percentage of high school graduates who enroll in post-secondary institutions within one year after graduation.

REGIONAL GOAL 1.2.5. Establish a continuing education system which will allow for the completion of post-secondary degrees for adults in the region who work full-time (State Plan Policies 1.7, 1.9, 1.17).

Measure: A change in the percentage of total adults in the region who have post-secondary degrees.

REGIONAL GOAL 1.2.6. Increase opportunities for continued learning for all age groups (State Plan Policies 1.7., 1.9.).

Measure: A change in enrollment in community education programs.

Policy 1.2.6.1. Increase articulation and information exchange among all levels of public education (DOE, CSB).

1.3. Regional Issue/Cluster Title #3: Educational Programs That Respond to the Needs of Society

REGIONAL GOAL 1.3.1. Provide and maintain a sufficient number of community education programs that respond to the needs of society (State Policies 1.8, 1.10, 1.12, 1.13, 1.16).

Measure: A change in enrollment in community education programs.

Policy 1.3.1.1. An evaluation program to measure the effectiveness of community education programs should be designed and implemented (CSB).

Policy 1.3.1.2. Programs should be implemented to increase literacy among the region's adult population (CSB).

Policy 1.3.1.3. Environmental education should be increased in formal and community education programs (DOE).

REGIONAL GOAL 1.3.2. Provide educational programs that respond to the needs of society (State Plan Policies 1.8., 1.10., 1.12., 1.13., 1.14., 1.16., 1.17.).

Measure: A change in the rates of literacy and mathematic competency among students in public education.

Policy 1.3.2.1. Increase rates of literacy and mathematic competency among students in public education (DOE, CSB).

Policy 1.3.2.2. Community and educational facilities should be used to house alternative education programs (DACS, DOE).

Policy 1.3.2.3. Programs should be developed to meet the educational needs of elderly persons (DOE).

Policy 1.3.2.4. Develop linkages between businesses, communities and institutions of higher education to solve economic and community problems (DOE).

Policy 1.3.2.5. Strengthen citizen involvement at all levels in public education (DOE, CSB).

Policy 1.3.2.6. Encourage students to obtain post-secondary degrees in the State of Florida (DOE, CSB).

Policy 1.3.2.7. Pursue funds for research to be conducted in the state (DOE).

REGIONAL GOAL 1.3.3. Provide vocational education opportunities that respond to the needs of society (State Plan Policy 1.18).

Measure: Change in the percentage of vocational education graduates who find employment within their field of study within one year after graduation.

Policy 1.3.3.1. Vocational education programs should offer a job placement service (DOE).

Policy 1.3.3.2. Ensure that vocational programs utilize up-to-date computers and appropriate instruction (DOE, CSB).

Policy 1.3.3.3. Vocational education programs should prepare students to meet the demands of Florida's changing technological and occupational needs (DOE, CSB).

Policy 1.3.3.4. Vocational education programs should be designed to address the needs of local business and industry (DOE, CSB).

STATE GOAL 2: CHILDREN

Florida should provide programs sufficient to protect the health, safety and welfare of all its children.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Education, Families, Health, and Public Safety for additional applicable regional goals and policies.

2.1. Regional Issue/Cluster Title #4: Prevention of Chronic Health and Social Problems and Reduction of Long-Term Disability and Dependency

REGIONAL GOAL 2.1.1. Reduce the rate of infant mortality by 10.0 percent by the year 2000 (State Plan Policies 2.1, 2.3, 2.4, 2.5, 2.7, 2.8, 2.20).

Measure: A change in infant mortality rates.

Policy 2.1.1.1. Public education campaigns which address the problem of low birth weight infants and infant mortality should be implemented (HRS).

Policy 2.1.1.2. The number of indigent women who receive early prenatal care through the HRS Improved Pregnancy Outcome (IPO) project should be increased (HRS).

Policy 2.1.1.3. Transportation services to pregnant women, infants and children in need of health care or medical services should be provided (HRS).

Policy 2.1.1.4. The number of indigent women and infants who receive care from the Regional Perinatal Intensive Care Program should be increased (HRS).

Policy 2.1.1.5. Public awareness of the Regional Perinatal Intensive Care Program should be increased (HRS).

Policy 2.1.1.6. The number of indigent women, infants and children who receive nutrition services from the HRS Women, Infants and Children (WIC) program should be increased (HRS).

REGIONAL GOAL 2.1.2. Reduce the number of births to teenagers by 10.0 percent (State Plan Policies 2.1, 2.3, 2.4, 2.5, 2.7, 2.8, 2.20).

Measure: A change in the percentage of total births to teens.

Policy 2.1.2.1. A public education campaign to address the problem of births to teenagers should be implemented (HRS).

Policy 2.1.2.2. At least one school-based health clinic should be established in the region to provide both information and services that respond to the incidence of teenage pregnancy and other health problems (DOE, CSB).

Policy 2.1.2.3. The ACCEPT program should be used as a model program to reduce the rate of repeat pregnancies among teenagers (DOE, CSB).

SEE ALSO EDUCATION Policy 1.2.1.1.

REGIONAL GOAL 2.1.3. Establish programs to allow for the continued education of pregnant students in every county in the region (State Plan Policies 2.1, 2.3, 2.4, 2.7, 2.8, 2.20).

Measure: A change in the percentage of total female middle and high school dropouts.

Policy 2.1.3.1. Make counseling available to pregnant teenagers in the schools which makes known the choice of staying in school or dropping out (DOE, CSB).

Policy 2.1.3.2. Make available educational classrooms for pregnant teenagers in those counties where established alternative education classrooms are not appropriate learning environments for these women (DOE, CSB).

Policy 2.1.3.3. School boards shall examine the rates of births to teenagers and consider establishing an educational program such as ACCEPT in their county (CSB).

SEE ALSO EDUCATION Policy 1.2.2.1.

REGIONAL GOAL 2.1.4. Prevent chronic health and social problems and reduce long-term disability and dependency (State Plan Policies 2.1., 2.3., 2.4., 2.6., 2.7., 2.8., 2.10., 2.12., 2.16., 2.20).

Measure: A change in the number of low birthweight babies per 1,000 births.

Policy 2.1.4.1. Children's alcohol, drug abuse and mental health prevention programs should be established (HRS).

Policy 2.1.4.2. Children's alcohol, drug abuse and mental health day treatment programs should be established (HRS).

Policy 2.1.4.3. Provide training in normal child development and family relationship skills at all levels of public education (DOE).

Policy 2.1.4.4. Sponsor seminars and clinics for parents on positive ways to handle stress related to child-rearing (HRS).

Policy 2.1.4.5. The number of mental health and substance abuse prevention and education programs for children and families should be increased (HRS).

Policy 2.1.4.6. Develop community support networks for parents and children at risk of abuse or substance abuse (HRS).

Policy 2.1.4.7. Intensive prevention programs for families at risk of child abuse or substance abuse should be increased (HRS).

Policy 2.1.4.8. Private sector involvement in prevention programs through employee assistance programs should be encouraged (HRS).

Policy 2.1.4.9. Mental health and substance abuse education and prevention programs should be offered in the schools (CSB).

Policy 2.1.4.10. Emphasize prevention and nonresidential services which protect and keep children at home (HRS).

Policy 2.1.4.11. The percentage of total infants screened for growth and development should be increased (HRS).

2.2. Regional Issue/Cluster Title #5: Reducing the Occurrence of Abuse and Neglect

REGIONAL GOAL 2.2.1. Reduce by 10.0 percent the rate of child abuse in the region by the year 1995 (State Plan Policies 2.11, 2.13, 2.19).

Measure: A change in the percentage of total abuse and neglected children.

Policy 2.2.1.1. The number of emergency shelters for runaway, abused and neglected children in the region should be increased (HRS).

Policy 2.2.1.2. Prevention and intensive outpatient services to abused and neglected children should be established (HRS).

Policy 2.2.1.3. Child abuse programs should attend to the needs of persons in both family and non-family settings (HRS).

SEE ALSO CHILDREN Policy 2.2.1.1.

2.3. Regional Issue/Cluster Title #6: Alcohol, Drug Abuse and Mental Health Services

REGIONAL GOAL 2.3.1. Provide a full range of children's mental health services by the year 2010 (State Plan Policies 2.9, 2.14).

Measure: A change in funding by mental health service district.

Policy 2.3.1.1. Outpatient mental health services for children should be expanded (HRS).

Policy 2.3.1.2. A sufficient number of children's day treatment mental health programs should be established (HRS).

Policy 2.3.1.3. A sufficient number of Intensive Crisis Intervention Counseling Programs should be established (HRS).

Policy 2.3.1.4. A sufficient number of crisis stabilization and screening units should be established (HRS).

Policy 2.3.1.5. An adequate number of foster homes with appropriate support services should be provided (HRS).

Policy 2.3.1.6. An adequate number of group homes should be provided (HRS).

Policy 2.3.1.7. An adequate number of residential psychiatric services should be established (HRS).

Policy 2.3.1.8. A residential treatment program for juvenile sex offenders should be established (HRS).

SEE ALSO CHILDREN Policies 2.1.4.5., 2.1.4.9.

REGIONAL GOAL 2.3.2. Provide the full range of children's alcohol and drug abuse services by the year 2010 (State Plan Policies 2.9).

Measure: A change in the amount of per capita funding for juvenile alcohol and drug abuse programs.

Policy 2.3.2.1. Children's alcohol and drug abuse education, outreach, prevention and intervention programs should be expanded (HRS).

Policy 2.3.2.2. School-age children should be referred to the Department of Health and Rehabilitative Services alcohol and drug abuse education, outreach, prevention and intervention programs (HRS, CSB).

Policy 2.3.2.3. Children's alcohol and drug abuse aftercare programs should be expanded (HRS).

Policy 2.3.2.4. Children's alcohol and drug outpatient counseling programs should be expanded (HRS).

Policy 2.3.2.5. Children's alcohol and drug abuse day treatment programs should be expanded (HRS).

Policy 2.3.2.6. Children's alcohol and drug abuse residential treatment programs should be expanded (HRS).

Policy 2.3.2.7. A children's drug detoxification and alcohol sobering-up facility should be established (HRS).

Policy 2.3.2.8. Children's alcohol and drug abuse case management system should be expanded (HRS).

Policy 2.3.2.9. The children's alcohol and drug abuse case management system should be implemented in the schools (HRS, CSB).

Policy 2.3.2.10. Laws pertaining to the sales of alcoholic beverages should be strictly enforced (FDLE).

2.4. Regional Issue/Cluster Title #7: Developmentally Disabled and Physically Handicapped

REGIONAL GOAL 2.4.1. Expand comprehensive children's training and support services for developmentally disabled and physically handicapped children and adolescents by the year 2000 (State Plan Policy 2.21).

Measure: A change in the amount of per capita funding for training and support services for developmentally disabled and/or handicapped children.

Policy 2.4.1.1. Information on the research and development of comprehensive training and support services for developmentally disabled and physically handicapped children and adolescents at a county and regional level should be provided to county school boards, DOE and HRS (HRS).

Policy 2.4.1.2. Comprehensive training and support services for developmentally disabled and physically handicapped children and adolescents should be established (HRS).

REGIONAL GOAL 2.4.2. Increase the number of indigent handicapped children who receive Children's Medical Services (State Plan Policy 2.21).

Measure: A change in the number of indigent handicapped children who participate in Children's Medical Services programs.

Policy 2.4.2.1. Children's Medical Services financial eligibility requirements should be updated (HRS).

2.5. Regional Issue/Cluster Title #8: Maintaining and Strengthening the Family Unit

REGIONAL GOAL 2.5.1. Reduce by 10.0 percent the rate of child abuse in the region by the year 1995 (State Plan Policies 2.22).

Measure: A change in the percentage of total abused and neglected children.

Policy 2.5.1.1. Outpatient services to abused and neglected children should be increased (HRS).

SEE ALSO CHILDREN Policies 2.2.1.2.

REGIONAL GOAL 2.5.2. Develop programs which maintain and strengthen the family unit (State Plan Policies 2.22., 2.25., 2.26.).

Measure: Change in per capita funding for Department of Health and Rehabilitative Services Children, Youth and Families programs.

Policy 2.5.2.1. Ensure that children's and adolescent protection programs are supportive of the family (HRS).

Policy 2.5.2.2. Develop and implement an evaluation program for children, youth and family programs (HRS).

SEE ALSO CHILDREN Policy 2.5.2.2.

2.6. Regional Issue/Cluster Title #9: Community-based Health, Social and Rehabilitative Services

REGIONAL GOAL 2.6.1. Provide community-based health, social and rehabilitative services (State Plan Policies 2.2., 2.15, 2.17., 2.24.)

Measure: A change in per capita funding for community-based health, social, and rehabilitative services.

Policy 2.6.1.1. Provide an adequate network of community-based mental health services so that no children are institutionalized in state facilities (HRS).

Policy 2.6.1.2. Provide a sufficient number of crisis stabilization and screening units (HRS).

Policy 2.6.1.3. Provide a comprehensive interagency case management system to ensure the proper placement of children in need of services (HRS).

Policy 2.6.1.4. Ensure the safety of children and the quality of all services to children (HRS).

2.7. Regional Issue/Cluster Title #10: Reducing the Occurrence of Juvenile Delinquency

REGIONAL GOAL 2.7.1. Reduce the occurrence of juvenile delinquency by 10.0 percent by the year 1995 (State Plan Policy 2.18).

Measure: A change in the juvenile crime rate.

Policy 2.7.1.1. Develop a community-oriented juvenile justice system which meets the individual needs of referred and committed youth offenders (HRS).

Policy 2.7.1.2. The juvenile justice system should manage juveniles with as little restriction as possible while still holding them accountable for their actions (HRS).

2.8. Regional Issue/Cluster Title #11: Access to Health Care

REGIONAL GOAL 2.8.1. Establish comprehensive training, support, and rehabilitative services for physically handicapped children (State Plan Policy 2.23).

Measure: A change in per capita funding for training, support, and rehabilitative services for physically handicapped children.

Policy 2.8.1.1. The range of services provided by the Developmental Services Program should be expanded (HRS).

Policy 2.8.1.2. The financial eligibility requirements for the Children's Medical Services program should be updated (HRS).

STATE GOAL 3: FAMILIES

Florida shall strengthen the family and promote its economic independence.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Education, Children, Health, The Elderly, and The Economy for additional applicable regional goals and policies.

3.1. Regional Issue/Cluster Title #12: Maintaining and Strengthening the Family Unit

REGIONAL GOAL 3.1.1. Reduce by 10.0 percent the rate of child abuse in the region by the year 1995 (State Plan Policies 3.2, 3.6, 3.10, 3.11).

Measure: A change in the percentage of total abused and neglected children.

Policy 3.1.1.1. Intensive outpatient services to abused and neglected children should be increased (HRS).

Policy 3.1.1.2. Implementation of the Child Abuse and Neglect Prevention Program should be increased (HRS).

Policy 3.1.1.3. Alcohol, drug abuse and mental health services to adults should be increased (HRS).

SEE ALSO CHILDREN Policies 2.2.1.1.

REGIONAL GOAL 3.1.2. Increase by 10.0 percent the number of child support payments paid by non-custodial parents by the year 1995. (State Plan Policy 3.8).

Measure: A change in the percentage of total child support payments which are collected by social service agencies or paid voluntarily to agencies or families.

Policy 3.1.2.1. The efficiency with which child support payments are collected should be increased (HRS).

Policy 3.1.2.2. An educational media campaign should be established to make known the social impact of neglect to pay child support (HRS).

REGIONAL GOAL 3.1.3. Provide a sufficient number of family mediation centers (State Plan Policy 3.2, 3.6).

Measure: A change in the number of family mediation centers by county.

Policy 3.1.3.1. The need for the provision of family mediation centers should be documented, tested through pilot programs, and made available based on need (HRS).

REGIONAL GOAL 3.1.4. Provide a full range of children's mental health and substance abuse services for children and families (State Plan Policies 3.2, 3.11).

Measure: A change in per capita funding for children's mental health and substance abuse services for children and families.

Measure: A Change in the percentage of total programs in each mental health service district.

Policy 3.1.4.1. Mental health and substance abuse education and prevention programs should be offered by adult community education (HRS, DOE).

Policy 3.1.4.2. Primary intervention programs for children at high-risk for developing emotional and behavior problems should be increased (HRS).

Policy 3.1.4.3. Intensive outpatient counseling services for abused and neglected children should be increased (HRS).

Policy 3.1.4.4. Children's alcohol, drug abuse and mental health day treatment programs should be established (HRS).

Policy 3.1.4.5. An adequate number of children's residential alcohol, drug abuse and psychiatric services should be established (HRS).

Policy 3.1.4.6. Intensive Crisis Intervention Counseling Programs for children should be established (HRS).

SEE ALSO CHILDREN Policies 2.1.4.5., 2.1.4.9., 2.3.1.1., 2.3.1.4., 2.3.1.5., 2.3.1.6., 2.3.1.8., 2.3.2.2., 2.3.2.5., 2.3.2.7., 2.3.2.8., 2.3.2.9.

REGIONAL GOAL 3.1.5. Maintain and strengthen the family unit (State Plan Policies 3.1., 3.2., 3.5., 3.10., 3.11.).

Measure: A change in the number of single-parent families.

Policy 3.1.5.1. Eliminate state policies which cause family separations (HRS).

Policy 3.1.5.2. Promote concepts to stabilize the family unit to strengthen bonds between parents and children (HRS, DOE).

Policy 3.1.5.3. Increase parental involvement in kindergarten to grade 12 education programs (DOE, CSB).

Policy 3.1.5.5. Provide financial, mental health and other support for victims of family violence (HRS).

3.2. Regional Issue/Cluster Title #13: Maximum Self-Sufficiency, Self-Support and Personal Independence

REGIONAL GOAL 3.2.1. Increase job training assistance by 10.0 percent for eligible families (State Plan Policy 3.9).

Measure: Change in the percentage of JTPA participants who find employment in their area of training within one year after program completion.

Policy 3.2.1.1. Employment and training services programs should be provided in every county (RPC, HRS).

Policy 3.2.1.2. The Work Incentive Demonstration Program should be established in every county with sufficient AFDC caseload to make such programs cost effective (HRS).

Policy 3.2.1.3. The number of JTPA participants in each county should be increased (RPC).

Policy 3.2.1.4. A Job Service Program Office should be established in every county in the region (RPC).

REGIONAL GOAL 3.2.2. Displaced homemaker programs should be made available throughout the region by the year 1990 (State Plan Policy 3.7).

Measure: Change in the number of counties with displaced homemaker program.

Policy 3.2.2.1. The need for displaced homemaker programs in rural counties should be assessed and a sufficient number should be provided based on need (DOE, HRS).

REGIONAL GOAL 3.2.3. Promote home care services for the sick and disabled. (State Plan Policy 3.3).

Measure: A change in annual percentage of sick and disabled persons provided with home health services.

Policy 3.2.3.1. Home health services for the sick and disabled should be increased (HRS).

STATE GOAL 4: THE ELDERLY

Florida shall improve the quality of life for its elderly citizens by promoting improved provision of services, with an emphasis on independence and self-sufficiency.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Education, Families, Health, and Housing for additional applicable regional goals and policies.

4.1. Regional Issue/Cluster Title #14: Reducing the Occurrence of Abuse and Neglect

REGIONAL GOAL 4.1.1. Reduce the occurrence of elderly abuse and neglect 10.0 percent (State Plan Policy 4.3).

Measure: A change in the rate of elderly abuse and neglect in the region.

Policy 4.1.1.1. Training for clients and provider agencies should be provided to ensure identification and appropriate referral of complaints to law enforcement or HRS protective service units (HRS, AAA).

Policy 4.1.1.2. Public education programs on the identification and reporting of elderly abuse should be implemented (HRS, AAA).

Policy 4.1.1.3. Elderly persons should participate in social service referral and outreach programs for the abused (HRS, AAA).

Policy 4.1.1.4. Strengthen the care-giving capacity of family members and other support providers in order to prevent neglect, exploitation and abuse of elderly persons (HRS, AAA).

SEE ALSO HOUSING Policy 5.1.1.4.

4.2. Regional Issue/Cluster Title #15: Achieving Maximum Self-Sufficiency, Self-Support and Personal Independence

REGIONAL GOAL 4.2.1. Increase the efficiency of coordinated transportation services for the elderly (State Plan Policies 4.1, 4.9, 4.10, 4.11).

Measure: A change in the percentage of total elderly in need provided with transportation services.

Policy 4.2.1.1. The high cost of liability insurance premiums to elderly transportation providers should be reduced (INS, DOT, CTS).

Policy 4.2.1.2. Transportation services through Title III-B and Community Care for the Elderly programs should be expanded (AAA).

Policy 4.2.1.3. A uniform cost accounting system to standardize service costs and make possible comparability among designated providers should be implemented (CTS).

Policy 4.2.1.4. A program of development grants or interest-free loans should be initiated for rural providers who experience difficulty in obtaining the "upfront" funds necessary to launch a new system (DOT, CTS).

Policy 4.2.1.5. Sustained technical assistance should be provided to rural transportation providers through a transportation management team (CTS, DOT).

REGIONAL GOAL 4.2.2. Increase the physician-to-person ratio in every rural county of the region to 1:2,500 or 1:3,000 by 1996 (State Plan Policy 4.1).

Measure: Change in the physician-to-person ratio by county in the region.

Policy 4.2.2.1. Primary care physicians should be recruited into the rural counties of the region (HHS).

Policy 4.2.2.2. The physician-to-person ratio should be monitored and data made available to the Council and other appropriate agencies (RPC).

REGIONAL GOAL 4.2.3. Achieve maximum self-sufficiency, self-support and personal independence among the elderly (State Plan Policies 4.1., 4.9., 4.11.).

Measure: A change in the percentage of elderly persons who live self-sufficiently.

Policy 4.2.3.1. Increase the percentage of elderly persons who live self-sufficiently, with emphasis on those 75+ years of age (HRS, AAA).

Policy 4.2.3.2. Increase the involvement of elderly in the day-to-day life of the community (COM, AAA).

Policy 4.2.3.3. Improve employment opportunities for those elderly persons who are willing and able to work (COM, AAA, HRS).

Policy 4.2.3.4. Increase the participation of the elderly in education and social service programs serving children (HRS, DOE, AAA, CSB).

SEE ALSO HOUSING Policy 5.1.1.4.

4.3. Regional Issue/Cluster Title #16: Community-Based Health, Social, and Rehabilitative Services

REGIONAL GOAL 4.3.1. Increase the number of elderly in need served by community-based programs 10.0 percent by the year 1995 (State Plan Policies 4.2., 4.4., 4.13.).

Measure: Annual change in the percentage of total elderly in need served by Home Care for the Elderly.

Policy 4.3.1.1. The Home Care for the Elderly program should be expanded (HRS, LEG).

Policy 4.3.1.2. The Community Care for the Elderly program should be expanded (AAA, LEG).

Policy 4.3.1.3. The Older Americans Act Title III-B, Title III C-1 and Title C-2 programs should be expanded (AAA, LEG).

Policy 4.3.1.4. Ensure the adequacy of health and social services through nonduplicative licensure and certification activities in order to provide for systematic regulatory oversight (HRS).

4.4. Regional Issue/Cluster Title #17: Coordination of Access to Health Care

REGIONAL GOAL 4.4.1. Develop a case management system which will provide the elderly with comprehensive, coordinated access to health care by the year 1996 (State Plan Policies 4.5., 4.6., 4.12.).

Measure: Implementation of an elderly case management system by the Florida Department of Health and Rehabilitative Services.

Policy 4.4.1.1. Indigent elderly in rural and urban areas should be identified (AAA).

Policy 4.4.1.2. Elderly in need of transportation services who live in urban and rural areas should be identified (AAA, CTS).

Policy 4.4.1.3. Elderly who require specialized transportation services should be identified (AAA, CTS).

Policy 4.4.1.4. Provide services and target resources to those elderly persons with the greatest needs (HRS, AAA, CTS).

REGIONAL GOAL 4.4.2. Increase the efficiency of coordinated transportation services for the elderly (State Plan Policies 4.5., 4.6., 4.12.).

Measure: A change in the percentage of total elderly in need who receive transportation services.

Policy 4.4.2.1. Transportation services for the elderly should be increased at a reasonable cost to the provider (CTS).

Policy 4.4.2.2. The prohibitive costs of the transportation providers liability insurance should be reduced (INS).

Policy 4.4.2.3. Volunteers should be recruited to expand transportation services to weekends and to cover special medical trips (DOE, CTS).

SEE ALSO THE ELDERLY Policies 4.2.1.3., 4.2.1.4., 4.2.1.5.

4.5. Regional Issue/Cluster Title #18: A Comprehensive Health Care Service Delivery System

REGIONAL GOAL 4.5.1. Design and establish a range of comprehensive health care services for the elderly by the year 2000 (State Plan Policies 4.7, 4.8).

Measure: The establishment of affordable comprehensive health care services for the elderly.

Policy 4.5.1.1. Comprehensive health care services for the elderly should be affordable (AAA, HRS).

Policy 4.5.1.2. Ensure the rights of elderly patients to the extent feasible, to determine the course of their own medical treatment (AAA, HRS).

REGIONAL GOAL 4.5.2. Increase geriatric health care education programs in college curricula (State Plan Policies 4.7, 4.8).

Measure: A change in the number of gerontology-related courses in the curriculums of institutions of higher education within the region.

Policy 4.5.2.1. Geriatric health care education programs in the medical curriculum should be promoted at the University of Florida and community colleges (UF, community colleges).

Policy 4.5.2.2. Fellowship training in geriatrics for physicians should be increased at the University of Florida (UF).

Policy 4.5.2.3. Graduate programs in gerontological nursing should be increased at the University of Florida (UF).

STATE GOAL 5: HOUSING

The public and private sectors shall increase the affordability and availability of housing for low-income and moderate income persons, including citizens in rural areas, while at the same time encouraging self-sufficiency of the individual and assuring environmental and structural quality and cost-effective operations.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Public Safety, Coastal and Marine Resources, and Land Use for additional applicable regional goals and policies.

5.1. Regional Issue/Policy Cluster #19: Availability and Affordability of Housing

REGIONAL GOAL 5.1.1. Establish a sufficient supply of housing of diverse types and densities within designated urban areas to accommodate the full range of life stages and economic capabilities of all residents of the region (State Plan Policies 5.2 and 5.3).

Measure: The number of local government comprehensive plans which have adequately addressed this issue by 1991.

Policy 5.1.1.1. An equal opportunity to purchase or rent decent, safe, and clean housing free from discriminatory practices based on race, sex, religion, age, or familial status shall be provided to all residents of the region (DCA, DLA, HRS).

Policy 5.1.1.2. A variety of housing types and a range of densities should be provided within designated urban areas (DCA, LGV).

Policy 5.1.1.3. Regulations should be adopted or refined for compatible inclusion of manufactured housing and mobile homes (DCA, LGV).

Policy 5.1.1.4. An adequate supply of appropriate and affordable housing should be provided within designated urban areas to support the special needs of elderly persons, seasonal farmworkers, persons dependent upon residential care in group or foster homes and other minority groups (HUD, FHA, FmHA, LHA, DCA, RPC, LGV).

Policy 5.1.1.5. Sheltered homes and similar institutions should be allowed to be established within residential neighborhoods (DCA, HRS, RPC, LGV).

Policy 5.1.1.6. Model ordinances shall be developed which enhance the quality of mobile homes and manufactured housing by regulating such items as lot size, paving of drives, landscaping, and permanent foundations (DCA, RPC, LGV).

Policy 5.1.1.7. Government subsidized housing should not be provided outside designated urban development areas (DCA, RPC, LGV).

Policy 5.1.1.8. Land use ordinances and building codes should be adopted which enhance the quality of mobile homes and manufactured housing by regulating such items as lot size, paving of drives, landscaping, and permanent foundations (DCA, LGV).

Policy 5.1.1.9. Encourage cost-effective land planning techniques including cluster development, Planned Unit Development (PUD), zero lot line housing and attached housing (LGV, DCA).

REGIONAL GOAL 5.1.2. Protect both the public and private investment in the existing housing stock by preventing premature deterioration and demolition of residential units and neighborhoods (State Plan Policies 5.1, 5.3).

Measure: The number of local government comprehensive plans which have adequately addressed this issue by 1991.

Policy 5.1.2.1. The development of housing counseling services shall be encouraged to aid families in finding affordable housing, educate persons in home maintenance, and assist homeowners in maintaining their homes (DCA, HRS, LGV).

Policy 5.1.2.2. Minimum housing codes should be adopted and enforced (DCA, HRS, LGV).

Policy 5.1.2.3. Each jurisdiction should establish a rehabilitation program to preserve its housing stock (DCA, LGV).

Policy 5.1.2.4. The residential character of existing residential neighborhoods located within designated urban areas should be maintained and upgraded (DCA, RPC, LGV).

Policy 5.1.2.5. The creation of additional residential units within existing buildings should be carefully regulated (DCA, LGV).

Policy 5.1.2.6. Special exemptions to building codes should be considered for historic properties listed on local, state or national registers (LGV, LHA, DOS).

REGIONAL GOAL 5.1.3. Provide an adequate supply of affordable, safe, and sanitary housing for low and moderate income households within the region (State Plan Policies 5.3, 5.4).

Measure: Change in the number of public-subsidized housing units by county.

Policy 5.1.3.1. A fair share of needed low and moderate income housing should be provided in each designated urban area (DCA, DLA, RPC, LGV).

Policy 5.1.3.2. Large scale private developments may be required through the DRI process to provide a fair share of its residential units as low and moderate income housing (DCA, RPC, LGV).

Policy 5.1.3.3. Housing developments which include low and/or moderate income housing units shall provide an appropriate mixture of unit types, based on the number of bedrooms per unit, to provide for the housing needs of larger low-and moderate-income families (DCA, RPC, LGV).

Policy 5.1.3.4. The cost of housing construction should be reduced by eliminating unnecessary regulatory practices which add to the cost of housing (DCA, LGV).

Policy 5.1.3.5. Special requirements for small lot developments such as buffers at the perimeter of projects and special attention to design details shall be encouraged (LGV, DCA).

Policy 5.1.3.6. Problems such as inadequate parking, lack of open space, and lack of privacy associated with small lot subdivisions should be addressed by providing common open space, alleys which allow parking at the rear of lots, and landscaping, fences and walls (LGV, DCA, RPC).

Policy 5.1.3.7. State, regional and local plans should develop policies to address the problem of affordable housing (EOG, RPC, LGV, FHA, FmHA, DCA, LHA).

Policy 5.1.3.8. Alternative methods of financing low and moderate income potential homeowners' down payments should be researched (LGV, RPC, DCA, FHA, FmHA, LHA).

Policy 5.1.3.9. Crime prevention design strategies such as locking hardware and site plans should be a part of low income housing (LGV, RPC, DCA, LHA, FHA, FmHA).

Policy 5.1.3.10. Partnerships should be developed between the public and private sectors to address the problem of affordable housing (LGV, RPC, DCA, LHA, FHA, FmHA).

Policy 5.1.3.11. Reliable housing data should be developed for the region.

Policy 5.1.3.12. Low income housing should not be precluded from being located in residential neighborhoods within urban areas (LGV, DCA, FHA, FmHA).

Policy 5.1.3.13. Public awareness pertaining to the availability of low income housing should be increased (LHA, DCA, FHA, FmHA).

Policy 5.1.3.14. The tax code should be amended to provide a tax deductible mortgage savings system for down payment on owner-occupied housing (U.S. Congress).

Policy 5.1.3.15. A percent of rent from low income persons who live in federally subsidized housing should be invested in an escrow account as a savings mechanism for the down payment on a house (HUD, FHA, FmHA, LHA, U.S. Congress).

SEE ALSO PUBLIC SAFETY Policy 7.2.4.9.

REGIONAL GOAL 5.1.4. Establish increased private sector participation in the provision of low and moderate income housing units (State Plan Policy 5.3).

Measure: Change in the number of privately-financed low and moderate income housing units.

Policy 5.1.4.1. In large residential developments, a certain percentage of housing units should be reserved for low and moderate income households (DCA, RPC, LGV).

Policy 5.1.4.2. Private builders should be provided with incentives such as real estate tax abatements, deferral or elimination of building permit fees, density relaxation, and one-step permitting/review processing in order to construct housing units for low and moderate income groups (DCA, RPC, LGV).

SEE ALSO HOUSING Policy 5.1.3.12.

STATE GOAL 6: HEALTH

Florida shall cultivate good health for all its citizens, promote individual responsibility for good health, assure access to affordable, quality health care and reduce health care costs as a percentage of the total financial health care costs as a percentage of the total financial resources available to the state and its citizens.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Education, Children, Families, The Elderly, and Hazardous and Nonhazardous Materials and Waste for additional applicable regional goals and policies.

6.1. Regional Issue/Cluster Title #20: Prevention of Chronic Health and Social Problems and the Reduction of Long-Term Disability and Dependency

REGIONAL GOAL 6.1.1. Provide comprehensive public health screening services in each county by the year 1990 (State Plan Policies 6.3, 6.9, 6.10, 6.11, 6.12).

Measure: A change in the percentage of the region's population screened at public health clinics by county

Policy 6.1.1.1. Public health clinics should screen persons of all ages routinely for chronic health conditions for persons of all ages (HRS).

Policy 6.1.1.2. Early and Periodic Screening, Diagnosis and Treatment services should be increased (HRS).

Policy 6.1.1.3. The screening of children in the public schools for hearing, vision, growth and development should be increased (HRS).

REGIONAL GOAL 6.1.2. Provide comprehensive public health education and illness prevention services (State Plan Policies 6.3, 6.9, 6.10, 6.11, 6.12).

Measure: The number of health prevention education and illness prevention programs by public health and school-based clinics by county.

Policy 6.1.2.1. Public health and school-based clinics should routinely teach health maintenance, self-monitoring and behavior modification techniques (HRS, DOE).

Policy 6.1.2.2. Education and media campaigns aimed to promote illness prevention behaviors in the public sector should be implemented (HRS).

REGIONAL GOAL 6.1.3. Establish comprehensive training and support services for developmentally disabled and physically handicapped children and adolescents by the year 2000 (State Plan Policies 6.3, 6.9, 6.10, 6.11, 6.12).

Measure: A change in the amount of state funding for training and support services for developmentally disabled and physically handicapped children and adolescents.

Policy 6.1.3.1. The Children's Medical Services financial eligibility requirements should be updated (HRS).

Policy 6.1.3.2. Information on the research and development of comprehensive children's training and support services for developmentally disabled and physically handicapped children and adolescents at county and regional levels should be provided to appropriate agencies (HRS).

SEE ALSO CHILDREN Policies 2.4.1.2., 2.8.1.1.

REGIONAL GOAL 6.1.4. Provide children's alcohol and drug abuse education, prevention, intervention and treatment services in every county (State Plan Policies 6.3, 6.9, 6.10, 6.11, 6.12).

Measure: A change in the amount of state program funding for children in need of alcohol and drug abuse services.

Policy 6.1.4.1. Program funding for children's alcohol and drug abuse education, prevention and intervention programs shall be increased (HRS, DOE).

Policy 6.1.4.2. The number of children's alcohol and drug abuse education, prevention and intervention programs shall be increased (HRS).

Policy 6.1.4.3. Children in the schools should be aware of the Department of Health and Rehabilitative Services alcohol and drug abuse education, prevention, intervention and treatment programs (DOE, CSB).

SEE ALSO CHILDREN Policies 2.3.2.4., 2.3.2.5.

REGIONAL GOAL 6.1.5. Provide children's mental health education, prevention, intervention and treatment services in every county (State Plan Policies 6.3, 6.9, 6.10, 6.11, 6.12).

Measure: A change in the amount of state program funding for children's mental health education, prevention, intervention and treatment services.

Policy 6.1.5.1. Program funding for children's mental health education, prevention and intervention services shall be increased (HRS).

Policy 6.1.5.2. The number of children's mental health education, prevention and intervention programs should be increased (HRS).

Policy 6.1.5.3. Children in the schools should be aware of the Department of Health and Rehabilitative Services mental health education, prevention, intervention and treatment programs (DOE, CSB).

Policy 6.1.5.4. Children's mental health outpatient services should be expanded (HRS).

Policy 6.1.5.5. A sufficient number of children's intensive crisis intervention counseling programs should be established (HRS).

Policy 6.1.5.6. A sufficient number of children's crisis stabilization and screening units should be established (HRS).

Policy 6.1.5.7. Design and implement a system which involves parents in children's mental health education, prevention and intervention services (HRS, DOE).

SEE ALSO CHILDREN Policy 2.3.1.2.

REGIONAL GOAL 6.1.6. Prevent chronic health and social problems and long-term disability and dependency in the adult population (State Plan Policies 6.3, 6.11, 6.12).

Measure: Change in the average annual number of cases per month receiving direct assistance from Aid to Families with Dependent Children, Old Age Assistance, Aid to the Blind, and Aid to the Disabled, by county.

Policy 6.1.6.1. Provide on-campus exercise facilities and stress reduction classes at universities and colleges (DOE, DOS).

Policy 6.1.6.2. Exercise facilities should be provided at the work place and employees should be given incentives to utilize them (COR, HRS).

Policy 6.1.6.3. Provide incentives to discourage smoking and encourage personal weight maintenance (COR, HRS).

Policy 6.1.6.4. Employers and public health clinics should have programs which identify persons who have or are at risk for chronic diseases (EOG, HRS).

Policy 6.1.6.5. Make available behavior reinforcement clinics to assist individuals with holistic health schedules (HRS, EOG).

Policy 6.1.6.6. Public health and private clinics should be available to screen for degenerative diseases (HRS).

Policy 6.1.6.7. Discourage practices leading to "lifestyle illness" such as high cholesterol levels, heart disease and smoking-related cancers through media campaigns and insurance incentives and disincentives (HRS, DOS).

Policy 6.1.6.8. Implement comprehensive occupational health, safety and prevention programs to reduce occupational accidents (COR, HRS).

Policy 6.1.6.9. Implement health education through the media, adult education and employment programs to teach individuals self-monitoring for the prevention of health disorders (HRS, DOS).

Policy 6.1.6.10. Provide primary health clinics for the elderly to receive comprehensive case management and immediate referral to acute care institutions when necessary (HRS).

Policy 6.1.6.11. Ensure that all health care related policies and programs emphasize wellness, prevention of illness and injury, and rehabilitative care (COR, HRS).

SEE ALSO EDUCATION Regional Goal 1.2.3., CHILDREN Regional Goal 2.1.1.

6.2. Regional Issue/Cluster Title #21: Reducing the Occurrence of Abuse and Neglect

REGIONAL GOAL 6.2.1. Reduce the occurrence of elderly abuse and neglect (State Plan Policy 6.11).

Measure: A change in the percentage of total abused and neglected elderly.

Policy 6.2.1.1. Clients and provider agencies should be provided with training to ensure identification and appropriate referral of complaints to law enforcement or HRS protective service units (AAA).

Policy 6.2.1.2. Elderly participation in social service referral and outreach programs for the abused should be initiated (HRS, AAA).

Policy 6.2.1.3. Initiate programs to reduce the incidence and severity of elderly abuse and neglect (HRS, DOS).

SEE ALSO THE ELDERLY Policy 4.1.1.1.

6.3. Regional Issue/Cluster Title #22: Alcohol, Drug Abuse and Mental Health Services

REGIONAL GOAL 6.3.1. The amount of federal, state and local funds allocated to community mental health centers should be increased by the year 1995 (State Plan Policies 6.10, 6.11).

Measure: A change in the amount of funds allocated to community mental health centers.

Policy 6.3.1.1. Funds allocated to community mental health centers should be increased (HRS).

Policy 6.3.1.2. Newly appropriated equity dollars should continue to be allocated to each underfunded service district (HRS).

REGIONAL GOAL 6.3.2. Increase case management services to alcohol and drug abusers, and chronically mentally ill clients (State Plan Policies 6.10, 6.11).

Measure: A change in state program funding for case management services to alcohol and drug abusers, and chronically mentally ill clients.

Policy 6.3.2.1. Case management staff to serve substance abusing clients should be increased in the region (HRS).

Policy 6.3.2.2. Case management staff to serve chronically mentally ill clients should be increased in the region (HRS).

REGIONAL GOAL 6.3.3. Increase the number of treatment staff to provide adequate alcohol and drug abuse, and mental health services (State Plan Policies 6.10, 6.11).

Measure: A change in the number of alcohol, drug abuse and mental health treatment staff in the region.

Policy 6.3.3.1. Alcohol, drug abuse and mental health treatment staff should be increased in the region (HRS).

REGIONAL GOAL 6.3.4. Increase alcohol, drug abuse and mental health services in the region by the year 1995 (State Plan Policies 6.10, 6.11).

Measure: A change in state program funding for alcohol, drug abuse, and mental health services.

Policy 6.3.4.1. Alcohol and drug abuse, and mental health outpatient counseling services should be increased (HRS).

Policy 6.3.4.2. Alcohol and drug abuse, and mental health day treatment services should be increased (HRS).

Policy 6.3.4.3. Crisis intervention services should be increased (HRS).

Policy 6.3.4.4. Drug detoxification services should be increased (HRS).

Policy 6.3.4.5. Alcohol and drug residential treatment services should be increased (HRS).

Policy 6.3.4.6. Provide for intensive and noncoercive substance abuse identification and treatment programs by state government and private employers to their employees (DOS, HRS).

Policy 6.3.4.7. Provide information of criminal penalties for driving while under the influence of alcohol (COR, DOE).

REGIONAL GOAL 6.3.5. Increase and improve services to chronically mentally ill clients (State Plan Policies 6.10, 6.11).

Measure: A change in state program funding for mental health services for individuals with chronic mental health problems.

Policy 6.3.5.1. An Extended Care Group Home to serve chronically mentally ill clients should be provided (HRS).

Policy 6.3.5.2. Community support for chronically mentally ill clients should be developed (HRS).

REGIONAL GOAL 6.3.6. Develop a mental health prevention/outreach program for elderly in need of mental health services (State Plan Policies 6.10, 6.11).

Measure: A change in the ratio of gerontology specialists and geriatrics to elderly population in the region.

Policy 6.3.6.1. The number of gerontology specialists should be increased (AAA, HRS).

REGIONAL GOAL 6.3.7. Increase availability of transportation to clients of community mental health centers (State Plan Policies 6.10, 6.11).

Measure: A change in the rate of utilization and number of transportation contracts.

Policy 6.3.7.1. Technical assistance should be provided to improve the use of existing transportation contracts and to negotiate additional contracts (CTS, DOT).

6.4. Regional Issue/Cluster Title #23: Developmentally Disabled and Physically Handicapped

REGIONAL GOAL 6.4.1. Expand comprehensive training and support services for developmentally disabled and physically handicapped children and adolescents by the year 2000 (State Plan Policies 6.9, 6.11).

Measure: A change in the amount of program funding for developmentally disabled and physically handicapped children and adolescents who receive training and support services.

Policy 6.4.1.1. Expand existing vocational rehabilitation programs to provide restorative services to moderately handicapped individuals and develop other rehabilitative programs (HRS).

SEE ALSO CHILDREN Policy 2.4.1.2.

REGIONAL GOAL 6.4.2. Increase the number of needy and eligible handicapped children who receive Children's Medical Services (State Plan Policy 6.9).

Measure: Change in the percentage of eligible handicapped children who receive services from Children's Medical Services.

Policy 6.4.2.1. The Children's Medical Services financial eligibility requirements should be updated (HRS).

6.5. Regional Issue/Cluster Title #24: Maintaining and Strengthening the Family Unit

REGIONAL GOAL 6.5.1. Provide indigent families with nutritional meals (State Plan Policy 6.9).

Measure: A change in the percentage of total eligible individuals and families who receive food stamps.

Policy 6.5.1.1. Increase the number of indigent women, infants and children who receive WIC nutrition services (HRS).

Policy 6.5.1.2. Access to food stamps to the eligible population should be increased (HRS).

Policy 6.5.1.3. Access to AFDC benefits to the eligible population should be increased (HRS).

Policy 6.5.1.4. Provide all families unable to provide essential nutritional meals to children with means to do so by providing a range of services, including volunteer and charitable assistance through the private sector, assistance from the state and assistance in finding employment (HRS).

6.6. Regional Issue/Cluster Title #25: Self-Sufficiency, Self-Support, and Personal Independence

REGIONAL GOAL 6.6.1. Increase the affordability of prescribed drugs and other pharmaceuticals to persons in need of economic assistance (State Plan Policy 6.11).

Measure: A change in the percentage of total Medicaid eligibles who receive prescribed drugs and pharmaceuticals at reduced rates.

Policy 6.6.1.1. Medicaid outreach efforts into rural areas should be increased (HRS).

6.7. Regional Issue/Cluster Title #26: Community-Based Health, Social and Rehabilitative Services

REGIONAL GOAL 6.7.1. Increase community-based health, social and rehabilitative services (State Plan Policies 6.4, 6.5, 6.6, 6.11).

Measure: A change in state program funding for community-based health, social, and rehabilitative services.

Policy 6.7.1.1. Community Support Centers for chronically mentally ill geriatric clients should be established (HRS).

Policy 6.7.1.2. The number of shelters for victims of spouse abuse should be increased (HRS).

Policy 6.7.1.3. Develop small regional facilities as a part of the range of community-based services available to clients (HRS).

Policy 6.7.1.4. Make medical and health support services available to ensure the good health of the elderly in noninstitutional settings (HRS).

REGIONAL GOAL 6.7.2. Increase the population of elderly served by community-based programs 10.0 percent by the year 1995 (State Plan Policies 6.4, 6.5, 6.6, 6.11).

Measure: A change in the amount of program funding and the percentage of total seniors served by Home Care for the Elderly and Community Care for the Elderly programs.

Policy 6.7.2.1. Geriatric Residential and Treatment System programs should be expanded (HRS).

Policy 6.7.2.2. Consultation and Education/Outreach Services to the elderly should be established (HRS, AAA).

Policy 6.7.2.3. Mental health services should be provided to residents of nursing homes (HRS).

SEE ALSO THE ELDERLY Policy 4.3.1.1.

6.8. Regional Issue/Cluster Title #27: Reducing the Occurrence of Juvenile Delinquency

REGIONAL GOAL 6.8.1. Reduce the occurrence of juvenile delinquency 10.0 percent by the year 1995 (State Plan Policy 6.11).

Measure: A change in the juvenile delinquency rates.

Policy 6.8.1.1. Drug and alcohol abuse and mental health education and prevention programs should be increased in the schools (DOE, CSB).

Policy 6.8.1.2. Community education should include parent training courses which address all phases of child development (DOE).

Policy 6.8.1.3. Community education parent training courses should be evaluated by conducting five year follow-ups on the progress of families of participants (DOE).

Policy 6.8.1.4. Parents should be provided with peer support groups (CSB).

Policy 6.8.1.5. Provide information concerning criminal penalties for dealing in illegal drugs (FDLE, HRS, DOC, EOG, CSB).

6.9. Regional Issue/Cluster Title #28: Access to Health Services

REGIONAL GOAL 6.9.1. Establish an adequate primary care physician to population ratio in each county (State Plan Policies 6.2, 6.9, 6.11).

Measure: A change in the number of physicians per 1,000 residents, by county.

Policy 6.9.1.1. Financial support to the National Health Service Corps should be increased (HHS).

Policy 6.9.1.2. Technical assistance for physician recruitment efforts should be provided to counties which are designated Health Shortage Manpower Areas (HPC).

SEE ALSO THE ELDERLY Policy 4.2.2.1.

REGIONAL GOAL 6.9.2. Establish an adequate dentist to population ratio (State Plan Policies 6.2, 6.9, 6.11).

Measure: A change in the number of dentists per 1,000 residents, by county.

Policy 6.9.2.1. Dentists should be recruited into the rural counties of the region (HHS).

Policy 6.9.2.2. Federal support to the National Health Service Corps should be increased (HHS).

Policy 6.9.2.3. Technical assistance should be provided to counties which are designated Dental Health Manpower Shortage Areas for the recruitment of dentists (HPC).

REGIONAL GOAL 6.9.3. Reduce the number of medically underserved areas (MUAs) by the year 1995 (State Plan Policies 6.2, 6.9, 6.11).

Measure: A change in the number of medically underserved counties.

Policy 6.9.3.1. Conditions which are criteria for the designation of an area as a medically underserved area should be monitored (RPC, HPC).

Policy 6.9.3.2. Technical assistance should be provided to MUA counties to obtain funds and establish Rural Health Initiative Clinics (HPC).

Policy 6.9.3.3. Federal support of Rural Health Initiative clinics in medically underserved areas should be continued (HHS).

REGIONAL GOAL 6.9.4. Increase the medically indigent populations accessibility of primary health care for low and moderate income persons (State Plan Policies 6.2, 6.9, 6.11).

Measure: A change in the percentage of total medically indigent persons who receive primary health care services in each county.

Policy 6.9.4.1. State primary care funding should be used to improve access to primary health services for the medically indigent (HRS).

Policy 6.9.4.2. Efforts to expand primary care services to the medically indigent population should be increased (HHS).

Policy 6.9.4.3. Medicaid reimbursement levels to physicians should be increased (HRS).

Policy 6.9.4.4. Medicaid outreach programs targeted for the medically indigent population should be established (HRS).

Policy 6.9.4.5. Primary care physicians should be encouraged to develop sliding fee scales for medically indigent persons (HRS).

Policy 6.9.4.6. Primary care physicians should be encouraged to serve Medicaid patients as a percentage of their total clientele (HRS).

6.10. Regional Issue/Cluster Title #29: Comprehensive Health Care Service Delivery System.

REGIONAL GOAL 6.10.1. Increase comprehensive health care services for medically indigent persons (State Plan Policies 6.1, 6.9, 6.11).

Measure: A change in the annual Comprehensive Health Care Service Index points, by county.

Policy 6.10.1.1. Access to health care services for medical indigents should be increased (HRS).

Policy 6.10.1.2. Health care services to the medically indigent population should be increased (HRS).

Policy 6.10.1.3. Medicaid physicians' reimbursement levels should be increased (HRS).

Policy 6.10.1.4. Medicaid outreach programs to the medically indigent population should be established (HRS).

Policy 6.10.1.5. Primary care physicians should be encouraged to develop sliding fee scales for medically indigent persons (HRS).

Policy 6.10.1.6. Primary care physicians should be encouraged to serve Medicaid patients as a percentage of their clientele (HRS).

Policy 6.10.1.7. Medicaid reimbursement to physicians should be executed in a timely fashion with a minimum amount of paperwork (HRS).

Policy 6.10.1.8. Technical assistance should be provided to medically underserved counties that need to apply for Rural Health Initiative grants (HPC).

REGIONAL GOAL 6.10.2. Reduce the rate of infant mortality 10.0 percent by the year 2000 (State Plan Policies 6.1, 6.9, 6.11).

Measure: Annual change in the infant mortality rate.

Policy 6.10.2.1. The number of indigent women and infants who receive care from the Regional Perinatal Intensive Care Program should be increased (HRS).

Policy 6.10.2.2. Increase the number of indigent women, infants and children who receive WIC nutrition services (HRS).

SEE ALSO CHILDREN Policies 2.1.1.1., 2.1.1.2., 2.1.1.3.

REGIONAL GOAL 6.10.3. Reduce the rate of low birth weight infants 10.0 percent by the year 2000 (State Plan Policies (6.1, 6.9, 6.11)

Measure: A change in the percentage of total low birth weight babies.

REGIONAL GOAL 6.10.4. Increase the number of children screened for growth and life threatening conditions (State Plan Policies 6.1, 6.9, 6.11).

Measure: A change in the percentage of total children who receive school health screenings.

Policy 6.10.4.1. The number of infants who receive health screening should be increased (HRS).

Policy 6.10.4.2. The number of indigent children who benefit from Early and Periodic Screening, Diagnosis and Treatment should be increased (HRS).

Policy 6.10.4.3. The number of students who benefit from health screenings in the public schools should be increased (DOE, CSB).

Policy 6.10.4.4. The number of children who receive immunizations should be increased (HRS).

REGIONAL GOAL 6.10.5. Provide a comprehensive health care service delivery system (State Plan 6.11, 6.14, 6.25).

Measure: A change in the annual Comprehensive Health Care Service Index points, by county.

Policy 6.10.5.1. Provide for the establishment by the state and private sectors of uniform organ procurement procedures consistent with sound medical and ethical practice (HRS, HSMV).

Policy 6.10.5.2. Expand efforts to identify and treat chronic, debilitating diseases which occur with particular frequency in the elderly (HRS).

Policy 6.10.5.3. Provide intensive nutrition and diet education programs to the elderly (HRS).

Policy 6.10.5.4. Provide incentives for private sector insurance coverage for extraordinary health care needs, especially long-term care (HRS).

Policy 6.10.5.5. Establish a tax system that provides incentives for health and exercise activities (LEG).

SEE ALSO CHILDREN Regional Goals 2.1.1., 2.1.2.

6.11. Regional Issue/Cluster Title #30: Environmental Health Care Protection

Measure: A change in the percentage of total pounds of properly managed and disposed hazardous waste.

REGIONAL GOAL 6.11.1. Improve environmental health care protection (State Plan Policies 6.11, 6.19).

Measure: Number of local government comprehensive plans that adequately address this issue.

Policy 6.11.1.1. Provide for stringent regulations and enforcement to prevent exposure of humans to environmental toxins, carcinogens, and radiation (DER, HRS, DLES, DNR).

Policy 6.11.1.2. Expand and improve current efforts to protect public health through clean air and water requirements (DCA, DER, HRS, DNR).

SEE ALSO HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE

6.12. Regional Issue/Cluster Title #31: Health Education, Training and Research

REGIONAL GOAL 6.12.1. Increase the population of elderly served by community-based health care programs 10.0 percent by the year 1995 (State Plan Policy 6.11, 6.23).

Measure: A change in the amount of program funding and an increase in the total percentage of seniors served by that program.

SEE ALSO THE ELDERLY Policies 4.3.1.1., 4.3.1.2., 4.3.1.3.

REGIONAL GOAL 6.12.2. Increase research designed to advance the prevention and treatment of diseases among the elderly (State Plan Policies 6.11, 6.22, 6.23).

Measure: A change in the amount of the funding for research, prevention and treatment of diseases among the elderly.

Policy 6.12.2.1. Funding should be obtained to expand the research, prevention and treatment of diseases among the elderly (HRS, DOE).

Policy 6.12.2.2. Research, prevention and treatment programs for diseases among the elderly should be increased (DOE, HRS).

Policy 6.12.2.3. The research of age-related health problems should be increased (DOE, HRS).

Policy 6.12.2.4. Promote organizations and other arrangements which emphasize wellness, preventive and rehabilitative care, and encourage appropriate utilization of health care services to reduce illness and extend life (HRS, DOS).

REGIONAL GOAL 6.12.3. Increase medical and nursing school curricula designed to educate gerontology specialists (State Plan Policies 6.11, 6.22, 6.23).

Measure: A change in the number of nursing students who graduate from the gerontology nursing program.

Policy 6.12.3.1. Gerontology education programs for doctors and nurses should be expanded (UF, DOE).

Policy 6.12.3.2. Gerontology programs for students, nurses and medical practitioners should be expanded (UF).

Policy 6.12.3.3. Physicians for gerontology fellowship training should be recruited (UF).

Policy 6.12.3.4. Information pertaining to geriatric diseases should be made available to the public (UF).

Policy 6.12.3.5. Nursing graduate students for the gerontology nursing program should be recruited (UF, DOE).

6.13. Regional Issue/Cluster Title #32: Health Care Cost Containment

REGIONAL GOAL 6.13.1. Increase the number of medical clients served by and types of medical services offered at reduced prices (State Plan Policies 6.16, 6.17).

Measure: A change in the percentage of total medical indigents who receive medical services and prescriptions.

Policy 6.13.1.1. The research and establishment of alternative systems of health care delivery which emphasize preventive health care and cost reduction should be encouraged (EOG, DLES).

Policy 6.13.1.2. Competition in the health care market should be encouraged (EOG, HRS, DLES).

Policy 6.13.1.3. Consumer knowledge of health care costs should be promoted (DOA, HRS).

Policy 6.13.1.4. Comprehensive preventive maternal, prenatal and perinatal health care to the indigent population should be increased (LEG, HRS).

Policy 6.13.1.5. Early preventive screening for diseases among children should be increased (HRS, CSB).

REGIONAL GOAL 6.13.2. Health care cost containment procedures should be implemented (State Plan Policies 6.13, 6.15, 6.17, 6.18, 6.20, 6.24.).

Measure: A change in the number of payment systems for public and private sector health care services in which costs are negotiated before services are delivered.

Policy 6.13.2.1. Develop payment systems for public and private sector health care services in which costs are negotiated before services are delivered (DOA, HRS).

Policy 6.13.2.2. Resources should be targeted for preventive and rehabilitative programs and care at the earliest stages possible for population groups most at risk of needing care that would be more costly if delayed (COR, HRS).

Policy 6.13.2.3. Assure that there is a reasonable relationship between costs to health providers of equipment, supplies, and services and the charges made to consumers (EOG, DLES).

Policy 6.13.2.4. Avoid the unregulated shifting of costs for treatment of indigent patients to other patient groups and service categories (EOG, HRS).

Policy 6.13.2.5. Encourage private sector participation in decisions affecting health care costs (EOG, DLES, COR, HRS).

Policy 6.13.2.6. Development should be promoted of business health care coalitions that enable employers to take an active role in controlling health care costs (EOG, DLES).

6.14. Regional Issue/Cluster Title #33: Maximizing the Use of Existing Public Facilities

REGIONAL GOAL 6.14.1. Utilize vacant institutional facilities for proposed or existing state programs (State Plan Policy 6.7).

Measure: Change in the annual number of vacant state institutional facilities.

Policy 6.14.1.1. Vacant institutional facilities should be converted into useful facilities for the operation of needed public programs (HRS, COR, DNR).

Policy 6.14.1.2. Hospitals should be encouraged to make empty hospital beds available as step-down beds with no alteration of license status (HRS).

STATE GOAL 7: PUBLIC SAFETY

Florida shall protect the public by preventing, discouraging, and punishing criminal behavior, lowering the highway death rate, and protecting lives and property from natural and man-made disasters.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Coastal and Marine Resources, Land Use, and the Economy for additional applicable regional goals and policies.

7.1. Regional Issue/Policy Cluster #34: Crime Prevention

REGIONAL GOAL 7.1.1. Establish a coordinated multi-factor crime prevention program to reduce crime (State Plan Policies 7.7, 7.8, 7.9, 7.10, 7.11, 7.13, 7.15, 7.16, 7.19, 7.20).

Measure: Change in adult and juvenile crime rates.

Measure: Change in number of sworn officers per 1,000 population.

Policy 7.1.1.1. A coordinated crime prevention strategy should be developed involving physical hardware security codes, site plan design and zoning regulations, site plan review by appropriate law enforcement officials, police patrol, citizen involvement, and adequate jail facilities (COR, LGV, FDLE).

Policy 7.1.1.2. Minimum building security hardware codes should be established and included in local government building codes (LGV, FDLE).

Policy 7.1.1.3. Development regulations should take into account crime prevention design strategies and include these in site planning development regulations (LGV, FDLE).

Policy 7.1.1.4. Developments of Regional Impact should include crime prevention design strategies such as locking hardware and site plan design (RPC, LGV, FDLE).

Policy 7.1.1.5. Neighborhood crime watch organizations should be increased throughout the region (LGV, FDLE).

Policy 7.1.1.6. The number of law enforcement personnel should be increased (COR, LGV, FDLE).

Policy 7.1.1.7. Communication and coordination among law enforcement agencies should be improved (COR, RPC, LGV, FDLE).

Policy 7.1.1.8. A comprehensive reporting system for criminal activities should be developed (COR, RPC, LGV, FDLE).

SEE ALSO PUBLIC SAFETY Policies 7.2.1.1., 7.2.1.4., 7.2.1.5., 7.2.1.12., 7.3.2.2.

REGIONAL GOAL 7.1.2. Illegal drugs and drug-related crimes should receive the highest priority by state and local law enforcement agencies.

Measure: Change in adult and juvenile drug and drug-related crime rates.

Policy 7.1.2.1. Drug surveillance and confiscation programs should be expanded (COR, DOE, LGV, FDLE).

Policy 7.1.2.2. A regional drug enforcement team which can saturate high-crime, drug-prone areas and engage in drug interdiction and reverse sting operations should be developed (COR, DOE, LGV, FDLE).

Policy 7.1.2.3. Information concerning the effects of drug abuse on crime rates should be provided to the public (COR, DOE, LGV, FDLE).

Policy 7.1.2.4. Law enforcement officers should be provided with special education and training in illegal drug enforcement techniques (COR, DOE, LGV, FDLE).

7.2. Regional Issue/Cluster Title #35: Safe and Secure Citizenry

REGIONAL GOAL 7.2.1. Improve highway safety and the driver's licensing system (State Plan Policies 7.14, 7.21, 7.22, 7.23)

Measure: Change in the annual number of traffic accidents, as well as persons injured and persons killed due to automobile accidents.

Policy 7.2.1.1. Enforce and increase compliance with safe driving speeds as well as other highway laws such as use of turn signals and safety devices (DCA, LGV, HSMV, FDLE, DOT).

Policy 7.2.1.2. Methods should be researched and established to allow more efficient traffic citation (FDLE, HSMV).

Policy 7.2.1.3. Annual motor vehicle equipment safety checks which include emission control checks should be established by state legislative action (EPA, HSMV, FDLE, DOT).

Policy 7.2.1.4. Educational media campaigns should be increased which address the problem of drinking and driving (DCA, DOE, HRS, LGV, HSMV, FDLE).

Policy 7.2.1.5. Community groups should be formed to address the problem of drinking and driving (DCA, DOE, HRS, LGV, HSMV, FDLE).

Policy 7.2.1.6. Educational media campaigns should be developed to encourage drivers and passengers to wear seat belts (DOE, LGV, HSMV, FDLE, CSB).

Policy 7.2.1.7. Employers should be provided with an incentive system to dedicate time in the workplace to driver safety education (DCA, HRS).

Policy 7.2.1.8. Increase the participation of school districts in the Driver Education Licensing Assistance Program (CSB).

Policy 7.2.1.9. Improve communication between the Department of Highway Safety and Motor Vehicles and school districts (HSMV,CSB).

Policy 7.2.1.10. Incentives should be created that increase enrollment in Florida Driver Education Program (HSMV, CSB).

Policy 7.2.1.11. Community education courses in driving safety should be provided to high-risk accident groups (DOE, HSMV, CSB).

Policy 7.2.1.12. Stringent enforcement of laws against drunken or drugged driving should be increased (LGV, HSMV, FDLE).

REGIONAL GOAL 7.2.2. Provide maximum protection and safety to the public from fires.

Measure: Change in the assessed valuation of residential structures located farther than 5 miles from a fire station, commercial and industrial structures located farther than 3 miles from a fire station, and institutional structures located farther than 1 mile from a fire station.

Policy 7.2.2.1. Urban development and residential development at density levels of two units or more per acre should not occur in locations farther than five road miles from a fire station or beyond 1,000 feet from a fire hydrant (DCA, RPC, LGV).

Policy 7.2.2.2. Close cooperation between private industry and local public fire departments in the disclosure of hazardous and flammable materials shall be encouraged (LGV).

Policy 7.2.2.3. The upgrading of fire departments to suppress industrial fires and chemical fires used within their jurisdiction shall be encouraged (DCA, LGV).

Policy 7.2.2.4. Existing formal interagency agreements between emergency service providers should be identified and maintained (DCA, RPC, LGV).

Policy 7.2.2.5. The replacement of informal agreements with formal mutual support agreements and other emergency service agreements shall be encouraged (DCA, RPC, LGV).

Policy 7.2.2.6. The establishment of a regional or state emergency dial-up service for combating chemical fires shall be encouraged (DCA, RPC, LGV).

Policy 7.2.2.7. Fire departments should increase their involvement in the Natural Interagency Incident Management System (NIIMS), particularly relating to rural fire control (DCA, RPC, LGV).

Policy 7.2.2.8. Street names and building addresses shall be clearly visible from the public right-of-way (DOT, RPC, LGV).

REGIONAL GOAL 7.2.3. Provide maximum protection and safety to the public in the event of a hurricane (State Plan Policies 7.24, 7.25).

Measure: Change in the number of shelter spaces per 1,000 persons at risk.

Policy 7.2.3.1. Local governments should prepare hurricane evacuation plans for coastal and county residents (DCA, RPC, LGV).

Policy 7.2.3.2. Hurricane evacuation plans should be made known to coastal residents (DCA, LGV).

Policy 7.2.3.3. Local governments should cooperate with local agencies to make known hurricane inland shelter plans to inland residents (LGV, CSB).

Policy 7.2.3.4. Interjurisdictional planning for emergency evacuation procedures and interregional communication during emergencies between government agencies should occur (DCA, RPC, LGV, CSB).

REGIONAL GOAL 7.2.4. Prevent/reduce damage within the coastal basin caused by hurricanes and other tropical disturbances (State Plan Policies 7.24, 7.25).

Measure: Change in the assessed valuation of structures at risk.

Measure: Change in the number of urban land use parcels located within hurricane evacuation areas.

Policy 7.2.4.1. Residential development and resident populations seaward of Category III hurricane surge line, as developed and defined by the Council report entitled, North Central Florida Regional Hurricane Evacuation Study, shall be limited to locations and numbers which can be safely evacuated during hurricane hazard periods (DCA, RPC, WMD, LGV).

Policy 7.2.4.2. Construction of water-related structures such as docks, bridges, and causeways shall be designed to minimize back pressure upon estuaries, coastal marsh, and coastal freshwater wetlands (DCA, DER, WMD, RPC, LGV).

Policy 7.2.4.3. The designation of hurricane hazard areas on subdivision plats for all subdivisions seaward of Category III hurricane surge line as delineated by the Council in the report entitled North Central Florida Regional Hurricane Evacuation Study shall be required (DCA, RPC, LGV).

Policy 7.2.4.4. The designation of areas seaward of the Coastal Construction Control Line or the Category III hurricane surge line as delineated by the Council in the report entitled North Central Florida Regional Hurricane Evacuation Study shall be required on all building permits (DCA, RPC, LGV).

Policy 7.2.4.5. Building codes shall define battering load classes and their load intensities in order that buildings and structures within coastal high hazard areas can better withstand impacts due to debris battering, category Three hurricane water loads, Category Three hurricane soil pressures under flooding conditions, overturning and flotation caused by Category Three hurricanes, and Category Three hurricane winds (DCA, LGV).

Policy 7.2.4.6. Require all new structures within coastal high hazard areas to be constructed on pilings so that the floor is a minimum of one foot above the elevations of a Category Three hurricane surge and wave height (DCA, RPC, LGV).

Policy 7.2.4.7. No portion of a new building or structure below the Category Three surge and wave height within coastal high hazard areas shall be used for permanent human occupancy (DCA, RPC, LGV).

Policy 7.2.4.8. No portion of a new building or structure within coastal high hazard areas constructed below the Category Three surge and wave height shall be used for the storage of hazardous material or other items which might constitute a safety hazard when contacted by flood waters (DCA, RPC, LGV).

Policy 7.2.4.9. Coastal jurisdictions shall address special provisions regarding the placement of mobile homes, the construction of mobile home parks, and the expansion, reconstruction, or improvement of existing mobile home parks within coastal high hazard areas for anchorage, foundations and foundation reinforcement, the location of the lowest habitable floor, and the provision of a hurricane shelter facility within parks for residents (DCA, LGV).

Policy 7.2.4.10. A registry of special needs populations requiring evacuation assistance during hurricanes should be maintained (LGV).

SEE ALSO COASTAL AND MARINE RESOURCES Policies 9.1.1.7., 9.2.2.2., LAND USE Policy 16.2.2.1.

REGIONAL GOAL 7.2.5. Improve and increase services to witnesses and victims of crime in the region by 1988 (State Plan Policy 7.14).

Measure: Change in the percentage of total witnesses and victims of crime served through the year 2010.

Policy 7.2.5.1. Local governments, appropriate public agencies and non-profit organizations should apply for grants to provide community based services to witnesses and victims of crime (HRS, LGV, PPC, DLA).

Policy 7.2.5.2. Law enforcement agencies should provide services to witnesses and victims of crime (HRS, LGV, PPC, DLA).

Policy 7.2.5.3. State attorney offices should provide services to witnesses and victims of crime (OAG, HRS, LGV, PPC, DLA).

Policy 7.2.5.4. The number of persons served by the services to witnesses and victims of crime should be increased (HRS, LGV, PPC, DLA).

Policy 7.2.5.5. The public should be educated about the rights and services available to witnesses and victims of crime (HRS, LGV, PPC, DLA).

Policy 7.2.5.6. Law schools should be encouraged to include courses on victimology and the rights of witnesses of crime in educational curricula (HRS, LGV, PPC, DLA, CSB).

Policy 7.2.5.7. Laws should be established requiring offenders to make restitution to the victims of their crimes (HRS, LGV, PPC, DLA).

7.3. Regional Issue/Cluster Title #36: Offender Rehabilitation-Recidivism

REGIONAL GOAL 7.3.1. Reduce recidivism by ensuring adequate jail facilities and personnel (State Plan Policies 7.1, 7.2, 7.3, 7.4, 7.5, 7.6, 7.17, 7.18).

Measure: Change in the number of jail cells per 1,000 population.

Policy 7.3.1.1. The state shall provide an adequate number of prison cells to house all state inmates to relieve overcrowded or unsafe conditions of state prison facilities located in north central Florida (COR, HRS, LGV, PPC, DLA).

Policy 7.3.1.2. Local governments shall provide an adequate number of prison cells to house all local jail inmates to relieve overcrowded or unsafe conditions (HRS, LGV, PPC, DLA).

Policy 7.3.1.3. Local jails and state prisons shall meet minimum building code requirements (COR, HRS, LGV, PPC, DLA).

Policy 7.3.1.4. The corrections system should be as financially cost-effective as possible through the development of prison industries, other inmate work programs, and through the use of contractual agreements with public and private vendors (COR, HRS, LGV, PPC, DLA).

REGIONAL GOAL 7.3.2. Reduce recidivism by increasing educational and rehabilitation programs within prison facilities designed to increase the job marketability of offenders (State Plan Policies 7.1, 7.2, 7.3, 7.4, 7.5, 7.6, 7.17, 7.18)

Measure: Change in recidivism rates.

Policy 7.3.2.1. The number of educational and vocational training programs for inmates should be increased (COR, HRS, LGV, PPC, DLES).

Policy 7.3.2.2. The employment rate of ex-offenders should be increased (COR, HRS, LGV, PPC, DLES).

Policy 7.3.2.3. Inmates should have access to substance abuse and mental health services (COR, HRS, LGV, PPC).

Policy 7.3.2.4. The corrections system should be as financially cost-effective as possible through the development of prison industries, other inmate work programs, and through the use of contractual agreements with public and private vendors (COR, HRS, LGV, PPC, DLES).

REGIONAL GOAL 7.3.3. Increase coordination between jail and prison release programs and community programs and services (State Plan Policies 7.1, 7.2, 7.3, 7.4, 7.5, 7.6, 7.17, 7.18).

Measure: Change in the number of parolees and probationers per 1,000 population.

Policy 7.3.3.1. The number of offenders released to community rehabilitation programs by the courts and by the prison system shall be limited by the design capacity and the space available within community rehabilitation programs (COR, HRS, LGV, PPC).

Policy 7.3.3.2. The number and capacity of community-based rehabilitation programs to treat additional ex-offenders and those offenders who are eligible for pretrial release should be increased (COR, HRS, LGV, PPC).

Policy 7.3.3.3. Effective alternatives to incarceration for offenders with substance abuse or mental health problems should be evaluated (COR, HRS, LGV, PPC).

Policy 7.3.3.4. Effective alternatives to incarceration for offenders with substance abuse or mental health problems should be provided (COR, HRS, LGV, PPC).

Policy 7.3.3.5. The use of dispute resolution centers for civil disputes and minor criminal manners should be increased (COR, HRS, LGV, PPC).

STATE GOAL 8: WATER RESOURCES

Florida shall assure the availability of an adequate supply of water for all competing uses deemed reasonable and beneficial and shall maintain the functions of natural systems and the overall present level of surface and ground water quality. Florida shall improve and restore the quality of waters not presently meeting water quality standards.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Coastal and Marine Resources, Natural Systems and Recreational Lands, Hazardous and Nonhazardous Materials and Waste, Land Use, Public Facilities, Intergovernmental Coordination, and Agriculture for additional applicable regional goals and policies.

8.1. Regional Issue/Cluster Title #37: Protection of the Water Supply

REGIONAL GOAL 8.1.1. Ensure that potable water supply quality and quantity within the region is known and that the needs and impacts of local government comprehensive plans and proposed development upon the existing potable water supply can be accurately predicted (State Plan Policies 8.1, 8.2, 8.3, 8.5, 8.11).

Measure: Annual change in the number of groundwater and surfacewater monitoring stations.

Measure: The development of a groundwater and surfacewater impact analysis model which forecasts impacts by land use type and intensity of use.

Policy 8.1.1.1. The functions and underground water flows of the aquifer system, including all areas of high recharge, as well as recharge and filtration rates, should be identified and modeled (WMD).

Policy 8.1.1.2. The boundaries of all high percolation recharge areas within north central Florida shall be more specifically identified (DCA, DER, RPC, WMD).

Policy 8.1.1.3. The minimal seasonal flows and levels for regionally significant surface watercourses, and water bodies, including lakes, rivers, streams, wetlands, springs, and spring runs for the protection of natural resources, especially, marine, estuarine, and aquatic ecosystems shall be determined (DCA, DER, RPC, WMD).

Policy 8.1.1.4. The minimum water quality necessary for existing natural systems to properly function should be identified (DNR, DER, GFWFC, WMD).

Policy 8.1.1.5. The ambient water quality of all regionally significant groundwater and surfacewater bodies including rivers and streams, lakes, springs, spring runs, sinks, and wetlands should be determined (DER, WMD).

Policy 8.1.1.6. An adequate number of ambient water quality monitoring stations should be established to monitor the ambient water quality of all regionally significant groundwater and surfacewater bodies including rivers and streams, lakes, springs, spring runs, sinks, and wetlands (DCA, DER, RPC, WMD).

Policy 8.1.1.7. The location of all existing and potential water wellfields for human consumption and economic activities should be identified and mapped (WMD).

Policy 8.1.1.8. State agencies should improve record keeping of irrigation practices on agricultural lands (DNR, WMD).

SEE ALSO COASTAL AND MARINE RESOURCES Policy 9.1.1.1., HAZARDOUS AND NONHAZARDOUS MATERIAL AND WASTE Policy 13.1.6.3.

REGIONAL GOAL 8.1.2. Ensure the highest priority is given in the local government planning process to preserving and protecting the quality and quantity of the region's water supply (State Plan Policies 8.1, 8.5).

Measure: Annual change in the number of local government comprehensive plans which adequately address this regional goal.

Policy 8.1.2.1. Watershed management programs that seek to protect the natural flow and quality of surfacewater systems should be incorporated into land use planning and regulatory programs (DNR, DER, WMD, LGV).

Policy 8.1.2.2. Local and regional comprehensive plans should use groundwater basin resource inventories prepared by state and regional water management districts that identify high percolation recharge areas, stream to sink watersheds and other geographic areas which need special water and land use management practices to protect the quantity and quality of the groundwater supply (DER, WMD, LGV).

SEE ALSO WATER RESOURCES, 8.1.7.7., 8.1.9.6., 8.1.9.8., 8.1.11.9., HAZARDOUS AND NONHAZARDOUS MATERIAL AND WASTE Policies 13.2.1.1., 13.2.5.9., LAND USE Policies 16.2.1.6., 16.2.1.12., 16.2.4.1., 16.2.4.3.

REGIONAL GOAL 8.1.3. Provide an adequate supply of high quality water for all existing natural systems and natural resources (State Plan Policies 8.2, 8.3, 8.5, 8.11).

Measure: Annual change in the flow of rivers and streams.

Measure: Annual change in water quality indices at surfacewater monitoring stations.

Policy 8.1.3.1. Adequate supplies of surface and groundwater shall be reserved to support essential nonwithdrawal demands, including navigation, recreation and the protection of existing ecosystems and native species (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.1.3.2. Point and non-point sources of pollution discharging into the Gulf, coastal rivers, coastal marsh, estuaries, and coastal freshwater wetlands shall not significantly alter or degrade the ambient condition of the receiving water body (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.1.3.3. The ambient water, detrital, and nutrient quality within rivers, coastal marsh, estuaries, and coastal freshwater wetlands shall not be significantly degraded (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.1.3.4. The seasonal flows within rivers as well as the hydroperiod of coastal wetlands and areas of direct sheet flow connection to the Gulf should not be significantly altered so as to adversely impact the coastal marsh and estuaries (DCA, DNR, DER, RPC, WMD, LGV).

SEE ALSO WATER RESOURCES Policies 8.1.1.4., 8.1.7.6., NATURAL SYSTEMS AND RECREATIONAL LANDS Policy 10.1.2.1.

REGIONAL GOAL 8.1.4. Preserve and protect the water quality and quantity of the Floridan, secondary, and water table aquifers (State Plan Policies 8.1, 8.2, 8.3, 8.5, 8.11).

Measure: Annual change in the water table level of the Floridan Aquifer.

Measure: Annual change in the water quality of the Floridan Aquifer.

Policy 8.1.4.1. The highest groundwater level practicable, consistent with sound ecological and public safety considerations, should be maintained. However, silviculture activities may be permitted subject to Best Management Practices (DCA, DER, RPC, WMD, LGV).

Policy 8.1.4.2. Urban development should not rely on the mining of the Floridan aquifer for water supplies (DCA, DER, RPC, WMD, LGV).

Policy 8.1.4.3. The use of water wells which create permanent cones of depression shall be limited to those wells which will not significantly affect surfacewaters or natural systems (DER, RPC, WMD, LGV).

Policy 8.1.4.4. All existing and potential water well fields for human consumption and economic activities should be protected from contamination (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.1.4.5. Treatment of stormwater consistent with state agency and water management district regulations shall be required for all development (DER, WMD, LGV).

Policy 8.1.4.6. Water table levels in coastal areas should be maintained at levels which inhibit saltwater intrusion to freshwater coastal aquifers (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.1.4.7. On-site retention of stormwater generated by development shall be required consistent with state agency and water management district regulations (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.1.4.8. Parking lot runoff shall be treated to remove dirt, oils, and other pollutants consistent with state agency and water management district regulations (DER, DOT, WMD, LGV).

SEE ALSO WATER RESOURCES Policy 8.1.4.3., 8.1.7.1., HAZARDOUS AND NONHAZARDOUS MATERIAL AND WASTE Policies 13.1.6.1., 13.1.6.2., 13.2.5.1., 13.2.5.3., 13.2.5.4., 13.2.5.9., LAND USE Policies 16.2.1.6., 16.2.4.1., 16.2.4.6., 16.2.4.7.

REGIONAL GOAL 8.1.5. Preserve and protect the quantity and quality of the coastal basin water supply (State Plan Policies 8.1, 8.2, 8.3, 8.5).

Measure: Annual change in water quality indices at coastal basin surfacewater monitoring stations.

Policy 8.1.5.1. The water quality of coastal marsh, estuaries, and coastal freshwater wetlands shall be monitored (DER, WMD).

Policy 8.1.5.2. The designation of regionally significant coastal rivers as Works of the District shall be prioritized (DCA, DER, RPC, WMD).

SEE ALSO WATER RESOURCES Policies 8.1.3.3., 8.1.3.4., 8.1.4.6., 8.1.4.7., 8.1.4.8., 8.1.8.2., 8.3.2.13., COASTAL AND MARINE RESOURCES Policies 9.1.1.7., 9.1.1.13., 9.1.1.17., 9.3.1.1., HAZARDOUS AND NONHAZARDOUS MATERIAL AND WASTE Policies 13.1.5.1., 13.1.5.4., 13.2.5.3., 13.2.5.4., 13.2.6.4., 13.2.6.6., 13.2.6.7., LAND USE Policies 16.2.1.11., 16.2.2.2., 16.2.2.6.

REGIONAL GOAL 8.1.6. Preserve and protect the quantity and quality of surfacewater runoff within freshwater stream-to-sink watersheds (State Plan Policies 8.1, 8.2, 8.3, 8.5, 8.11).

Measure: Annual change in the number of local government comprehensive plans which adequately address this regional goal.

Policy 8.1.6.1. All waters entering sinks or drainage wells with direct connection to or with a high probability of direct connection to the Floridan aquifer shall receive the highest level of stormwater treatment consistent with state agency and water management district regulations (DER, WMD, LGV).

Standard: Potable quality.

Policy 8.1.6.2. Assistance shall be provided for the development of appropriate local planning, development design standards, and special construction practices as may be necessary to ensure both the short and long-term mitigation of impacts created by activities occurring in stream-to-sink watersheds (DNR, DER, RPC, WMD, LGV).

Policy 8.1.6.3. Where protection cannot be assured otherwise, sinks with direct connection to or with a high probability of direct connection to the Floridan Aquifer shall be acquired by the public (DNR, RPC, WMD, LGV).

SEE ALSO LAND USE Policy 16.2.1.11.

REGIONAL GOAL 8.1.7. Preserve and protect the quality and quantity of waters found within surface water bodies and springs in the region (State Plan Policies 8.1, 8.2, 8.3, 8.5, 8.11).

Measure: Annual change in water quality indices for surfacewater bodies and springs.

Policy 8.1.7.1. The Outstanding Florida Waters designation shall be maintained for all such designated water bodies within the region and additional such designations shall be encouraged where appropriate (DNR, DER, RPC, WMD, LGV).

Policy 8.1.7.2. All regionally significant rivers and streams shall be designated as Works of the District (DCA, DER, RPC, WMD).

Policy 8.1.7.3. Point and non-point sources of pollution discharging into water bodies designated as Outstanding Florida Water shall not significantly alter or degrade the ambient condition of the receiving water body (DCA, DNR, DER, WMD, RPC, LGV).

Policy 8.1.7.4. The water quality in lakes and rivers identified as in need of restoration shall be restored to acceptable levels (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.1.7.5. The protection of the water quality of smaller streams which pass through urbanized and urbanizing areas shall be provided for (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.1.7.6. The interbasin transfers of water which will impair or deplete water resources of the region shall be avoided (DCA, DER, RPC, WMD).

Policy 8.1.7.7. With the exception of non-habitable water-dependent structures, the construction of permanent structures shall be no lower than one foot above the identified 100-year floodplain elevation within all identified regionally significant rivers and streams.

Policy 8.1.7.8. Point and non-point sources of pollution discharging into any regionally significant river or stream shall not significantly alter or degrade the ambient condition of the receiving water body (DCA, DNR, DER, WMD, RPC, LGV).

Policy 8.1.7.9. Design requirements that are directed to the control of surface waters from private property adjacent to smaller streams shall be addressed (DNR, DER, WMD, LGV).

Policy 8.1.7.10. The most sensitive regionally significant surfacewater bodies, springs, and spring runs should be acquired by the public (DCA, DNR, WMD, LGV).

SEE ALSO WATER RESOURCES Policies 8.1.8.2., HAZARDOUS AND NONHAZARDOUS MATERIAL AND WASTE Policies 13.2.5.1., 13.2.5.2., 13.2.6.2., 13.2.6.3., LAND USE Policy 16.2.1.11.

REGIONAL GOAL 8.1.8. Protect the water quantity, water quality, and hydroperiod in wetlands areas (State Plan Policies 8.1, 8.2, 8.3, 8.5, 8.11).

Measure: Annual change in the number of local government comprehensive plans and water management districts which adequately address this regional goal.

Policy 8.1.8.1. State agencies shall coordinate their efforts with regional agencies to identify, classify, and map the region's wetlands for use in DRI reviews and local government comprehensive plans (DCA, DNR, DER, GFWFC, RPC, WMD, LGV).

Policy 8.1.8.2. The importance of small, isolated, and intermittent wetlands should be evaluated, recognized, and measures taken to mitigate cumulative adverse impacts. However, agriculture and silvicultural uses may be permitted subject to Best Management Practices (DCA, DNR, DER, GFWFC, DACS, RPC, WMD, LGV).

Policy 8.1.8.3. Any discharge or release of inadequately treated wastewater into upland wetlands shall not exceed the calculated receiving capacity of the system and shall not significantly degrade surface water or groundwater below allowable standards (DCA, DNR, DER, RPC, WMD, LGV).

SEE ALSO COASTAL AND MARINE RESOURCES Policy 9.1.1.17., NATURAL SYSTEMS AND RECREATIONAL LANDS Policy 10.1.2.1., 10.1.2.2., HAZARDOUS AND NONHAZARDOUS MATERIAL AND WASTE Policy 13.2.6.3., LAND USE Policies 16.2.1.11., 16.2.5.1.

REGIONAL GOAL 8.1.9. Ensure an adequate supply of potable quality water for human consumption and economic activities (State Plan Policies 8.1, 8.2, 8.3, 8.5, 8.11).

Measure: Annual change in water quality indices of public water supply systems.

Measure: Annual change in the unused capacity of public water supply systems.

Policy 8.1.9.1. Provide an adequate quantity of water to meet the water consumption needs of designated urban development areas without adversely affecting water supplies for natural systems or economic-based water uses (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.1.9.2. Provide the highest possible quality of water within designated urban development areas (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.1.9.3. The water supply should not be mined in order to provide adequate water supplies for human consumption (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.1.9.4. All government buildings, utilities, and operations should employ water-saving devices and water reuse and reclamation opportunities to the greatest extent possible (All Agencies).

Policy 8.1.9.5. The use of wastewater for irrigation should be encouraged (DER, LGV).

Policy 8.1.9.6. Building codes shall require the installation of water saving devices in new construction and renovation (DCA, LGV).

Policy 8.1.9.7. Water conservation measures, including water reclamation and reuse, shall be encouraged in all development planning, review and regulatory programs (DCA, RPC, LGV).

Policy 8.1.9.8. Local government plans and implementation regulations shall develop incentives for the use of water saving technologies (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.1.9.9. Incentives such as reduced connection fees and service charges through water and wastewater utilities for customers who use water saving devices and systems shall be established (LGV).

Policy 8.1.9.10. Incentives for the use of water saving technologies shall be developed (DCA, RPC, LGV).

SEE ALSO HAZARDOUS AND NONHAZARDOUS MATERIAL AND WASTE Policies 13.2.1.1., 13.2.5.1., GOVERNMENTAL EFFICIENCY Policy 21.1.1.5.

REGIONAL GOAL 8.1.10. Ensure the development of water contingency plans for water shortages (State Plan Policy 8.11).

Measure: Annual change in the number of local government comprehensive plans and water management districts which adequately address this regional goal.

Policy 8.1.10.1. Contingency plans for water shortages that are consistent with water management district water shortage plans shall be developed (DCA, RPC, LGV).

8.2. Regional Issue/Cluster Title #38: Protection of Water Resources

REGIONAL GOAL 8.2.1. Protect the water quantity, water quality, and hydroperiod in wetlands areas (State Plan Policies 8.9, 8.10, 8.12, 8.13).

Measure: Annual change in the number of local government comprehensive plans and water management districts which adequately address this regional goal.

Policy 8.2.1.1. A sufficient number of water quality and quantity monitoring stations shall be located in regionally significant wetlands, rivers, and other surfacewater bodies for purposes of monitoring ambient water quality and quantity (DER, RPC, WMD).

SEE ALSO WATER RESOURCES Policies 8.1.8.1., 8.1.8.2., 8.1.8.3., COASTAL AND MARINE RESOURCES Policy 9.1.1.17., NATURAL SYSTEMS AND RECREATIONAL LANDS Policies 10.1.2.1., 10.1.2.2., HAZARDOUS AND NONHAZARDOUS MATERIAL AND WASTE Policy 13.2.6.3., LAND USE Policies 16.2.5.1.

REGIONAL GOAL 8.2.2. Protect and use natural systems in lieu of structural alternatives and restore modified systems (State Plan Policies 8.9, 8.10, 8.12, 8.13).

Measure: Annual change in the number of dams, levees, dikes, and other similar structures used to modify natural systems.

Policy 8.2.2.1. Watershed management programs shall be developed and implemented which include strategies for land acquisition and regulation of lands needed for water management, water supply, as well as the conservation and protection of water resources (DNR, DER, WMD, LGV).

8.3. Regional Issue/Cluster Title #39: Protection of Natural Systems

REGIONAL GOAL 8.3.1. Protect the function, area, and quality of coastal basin and submerged lands natural systems (State Plan Policies 8.9, 8.10, 8.12, 8.13).

Measure: Annual change in the number of local government comprehensive plans which adequately address this regional goal.

Policy 8.3.1.1. The number of permanent coastal basin water quality and quantity monitoring stations shall be increased to a number which provides adequate ambient water quality and quantity data for the coastal marsh, estuaries, coastal freshwater wetlands, springs, spring runs, and all regionally significant rivers and streams (DCA, DNR, DER, RPC, WMD).

Policy 8.3.1.2. The selection of locations for the establishment as well as the continuous monitoring of water quality and quantity monitoring stations shall be coordinated (DER, RPC, WMD).

SEE ALSO PUBLIC SAFETY Policy 7.2.4.2., WATER RESOURCES Policies 8.1.3.3., 8.1.3.4., 8.1.4.6., 8.1.4.7., 8.1.4.8., 8.1.5.1., 8.1.5.2., 8.1.8.2., COASTAL AND MARINE RESOURCES Policies 9.1.1.1., 9.1.1.3., 9.1.1.6., 9.1.1.7., 9.1.1.8., 9.1.1.9., 9.1.1.11., 9.1.1.12., 9.1.1.13., 9.1.1.14., 9.1.1.15., 9.1.1.17., 9.1.1.18., 9.1.1.19., 9.2.1.1., 9.2.1.2., 9.2.1.3., 9.2.1.4., 9.2.1.5., 9.2.2.2., 9.2.2.3., 9.2.2.4., 9.3.1.1., HAZARDOUS AND NONHAZARDOUS MATERIAL AND WASTE Policies 13.1.5.1., 13.1.5.4., 13.2.6.3., 13.2.6.4., 13.2.6.5., 13.2.6.7., LAND USE Policies 16.2.2.1., 16.2.2.6. PUBLIC FACILITY Policy 18.2.1.8.

REGIONAL GOAL 8.3.2. Protect the functioning and quality of the Suwannee River system, defined as the 100-year floodplain of the Suwannee River and its major tributaries (the Alapaha, Withlacoochee, Santa Fe and Ichetucknee rivers).

Measure: Annual change in the Average Overall Water Quality of the Suwannee River System.

Measure: Annual change in the flow of the Suwannee River System.

Measure: Annual change in water quality indices of Suwannee River System surfacewater monitoring stations.

Measure: Annual change in the number of new urban parcels within the Suwannee River System.

Measure: Annual change in the number of sections where the average parcel size is less than ten acres within Conservation segments of the Suwannee River System.

Measure: Annual change in the number of sections where the average parcel size is less than five acres within Recreation segments of the Suwannee River System.

Policy 8.3.2.1. The Council shall implement its assigned responsibilities under the Suwannee River Resource Management Plan and the recommendations of the Suwannee River Task Force and Executive Order 90-14 to the greatest extent possible (RPC).

Policy 8.3.2.2. The Suwannee River system shall be treated as a special planning area in local government comprehensive plans (DCA, RPC, LGV).

Policy 8.3.2.3. Urban development shall be directed away from the Suwannee-Santa Fe river system. Urban development which does occur within the system shall be limited to designated urban development areas (DCA, RPC, LGV).

Policy 8.3.2.4. New high intensity and high density agricultural operations, including but not limited to, livestock feed lot operations, dairy operations, and buildings housing livestock shall not be located within the Suwannee River system (DER, WMD, LGV).

Policy 8.3.2.5. Existing urban land uses outside of designated urban development areas and high intensity/density agricultural uses which do not conform to the Regional Policy Plan and the applicable local comprehensive plan shall be considered nonconforming uses and measures enacted to discontinue the use or otherwise bring it into compliance as provided by law, except in the case of water-dependent activities which meet all applicable codes and regulations or in cases of undue hardship (DCA, RPC, LGV).

Policy 8.3.2.6. Segments I, II, and V of the Suwannee River as defined by the Council, the Alapaha, Withlacoochee, and Ichetucknee rivers as well as that portion of the Santa Fe River which traverses the Santa Fe lakes and Santa Fe Swamp shall be conservation areas as defined by the Council report entitled Coastal Hazard Mitigation and Resource Protection in the North Central Florida Region (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.3.2.7. Land use types and development activities within conservation areas shall enhance and maintain water conservation, wildlife conservation, and habitat conservation values (DCA, DHR, DER, GFWFC, RPC, WMD, LGV).

Policy 8.5.2.8. Segments III and IV of the Suwannee River as defined by the Council as well as the Santa Fe River west of Santa Fe Swamp shall be recreation areas as defined by the Council report entitled Coastal Hazard Mitigation and Resource Protection in the North Central Florida Region (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.3.2.9. Land uses and development activities within recreation areas shall enhance and maintain resource-based recreation values (DCA, DNR, RPC, WMD, LGV).

Policy 8.3.2.10. Land uses and use intensities within recreation areas shall not occur at urban density levels and shall not detract from the natural scenic value of the river system (DCA, RPC, LGV).

Policy 8.3.2.11. Land uses and development activities occurring within conservation and recreation areas shall be in conformance with the natural physical limitations of the land and soil and shall not depend on significant site modifications such as, but not limited to, the placement of fill in wetlands or low-lying areas, clearing of greater than 15 percent of the site's vegetative cover, dredging of canals, construction of bulkheads, and placement of fill on the lands to accommodate site improvements. Agricultural and forestry operations shall be conducted in accordance with established best management practices (DER, WMD, DCA, LGV, RPC, DACS).

Policy 8.3.2.12. The construction of permanent habitable structures located within the 100-year floodplain of the Suwannee River system shall be at least one foot above the 100-year flood elevation measured from the lowest floor. Exceptions may be granted for non-habitable water dependent structures. The construction of structures lower than the 100-year flood elevation in accordance with this policy shall be in such a manner as to prevent increase in flood height or obstruction of flow, anchored to prevent flood waters from washing the structure away or transportable out of the 100-year floodplain, and otherwise in accordance with any applicable rules or regulations (LGV, RPC, WMD, DCA, DER).

Policy 8.3.2.13. An undisturbed natural vegetated buffer shall be established and maintained adjacent to the regionally significant rivers and streams within the Suwannee River system. (DCA, DNR, DER, GFWFC, DACS, RPC, WMD, LGV).

Standard: See Table 1.

Table 1

Setback Standards for the Suwannee River System

The following standards are summarized from Chapter 40B-4.3030(4), Florida Administrative Code. These standards are used by the Suwannee River Water Management District to determine minimum streamside setbacks adjacent to the Suwannee River system.

(a) Clearing of land shall be limited [except as provided in (b) and (c) below] to that necessary to remove diseased vegetation, construct structures, associated water supply, wastewater disposal, and private driveway access facilities, and no construction shall occur in the front 75 feet of an area immediately adjacent to the generally recognized stream bank.

(b) Clearing of vegetation within the front 75 feet shall be limited to that necessary to gain access or remove diseased vegetation.

(c) Harvest or regeneration of timber or agricultural crops shall not be limited provided the erosion of disturbed soils can be controlled through the use of appropriate best management practices, the seasonal scheduling of such activities will avoid work during times of high-flood hazard, and the 75 feet immediately adjacent to and including the normally recognized bank of a water is left in its natural state as a buffer strip.

(d) As to those lands subdivided prior to January 1, 1985, the Suwannee River Water Management District may, in cases of extreme hardship, issue individual works of the district development permits with exceptions to the conditions listed in (a) through (c).

(e) The 75-foot setback shall be considered a minimum depth for an undisturbed buffer. The limitations on disturbance and clearance within the buffer as set out in subparagraphs a through d above shall apply and any runoff through the buffer shall be maintained as unchannelized flow. The actual depth of the setback and buffer for any land use other than single-family residential development, agriculture, or forestry shall be calculated in accordance with the criteria of Chapter 40B-4.3030(4)(e), Florida Administrative Code.

Policy 8.3.2.14. The retention of streamside buffers greater than those established herein shall be encouraged by all regulatory agencies (DER, WMD, LGV).

Policy 8.3.2.15. All agencies responsible for monitoring the water quality of the Suwannee River system should coordinate work efforts and maximize the effectiveness and efficiency of monitoring to ensure the quality and effectiveness of water quality monitoring programs (DER, WMD, DNR, USFWS, GFWFC, USGS).

Policy 8.3.2.16. The acquisition of environmentally sensitive lands for the purposes of preserving, conserving, or restoring natural systems shall prioritize the most sensitive areas in direct proximity or connection to the Suwannee River and its tributaries with priority given to Segment V of the Suwannee River (DNR, WMD, LGV).

Policy 8.3.2.17. Acquisition programs at the state, regional, and local level should be coordinated to the maximum extent possible including joint acquisitions and should be periodically evaluated for accomplishments and effectiveness (DNR, WMD, LGV).

Policy 8.3.2.18. Less-than-fee land acquisition techniques, including but not limited to the purchase of conservation or scenic easements, acceptance of dedications, and open space retention requirements shall be used as alternatives to fee simple purchase of lands to protect the natural functioning of the environmentally sensitive areas of the river system (DNR, WMD, LGV).

Policy 8.3.2.19. Methods shall be established and maintained for coordinating with state and federal agencies making regulatory and state land decisions which affect the area's recreational and conservation opportunities (All Agencies).

Policy 8.3.2.20. Point and nonpoint sources of pollution and development activities within the Suwannee River system shall not degrade the ambient quality, or quantity, of waters within the system, including rivers, streams, springs and spring runs, and wetlands (DCA, LGV, DER, DNR, RPC, WMD, GFWF).

Policy 8.3.2.21. Land management practices within the Suwannee River Basin shall not have an adverse impact on the water resources of the Suwannee River system through stormwater runoff, erosion and siltation, or other nonpoint sources of contamination and pollution to the river system (DER, WMD, LGV, DACS, DCA, LGV, SCS).

Policy 8.3.2.22. The water quality of smaller streams which flow into the Suwannee River system shall be protected (DCA, DER, DNR, RPC, WMD, LGV).

Policy 8.3.2.23. The designation of Outstanding Florida Waters within the Suwannee River system shall be maintained or increased over those designated in 1990 through the year 2010 (DCA, DNR, DER, GFWFC, RPC, WMD, LGV).

Policy 8.3.2.24. All regionally significant rivers and streams within the Suwannee River system shall be designated as Works of the District (DCA, DER, RPC, WMD).

Policy 8.3.2.25. The siting and construction of solid waste landfills, hazardous waste treatment, storage, transfer, and collection sites as well as facilities storing or utilizing significant amounts of radioactive materials shall be prohibited within the Suwannee River system (DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.3.2.26. The number, configuration, frequency of sampling, and list of parameters sampled at water quality monitoring stations within the Suwannee River system should be periodically evaluated as to its collective effectiveness at monitoring ambient water quality and related conditions, including interagency coordination of sampling networks and events (DER, WMD, GFWFC, DNR).

Policy 8.3.2.27. Future wastewater treatment plants, including package treatment plants, shall be located outside the 100-year floodplain of the Suwannee River system and shall not have any discharge to surface waters within the system. Existing wastewater treatment plants shall improve the level of treatment and the quality of the effluent discharged above 1990 levels (DER, EPA, WMD, LGV).

Policy 8.3.2.28. Onsite sewage disposal systems and private wells shall be prohibited within the 10-year floodplain of the Suwannee River system unless alternative onsite sewage disposal systems and well design and construction standards are found which are acceptable to the Florida Department of Health and Rehabilitative Services, the Suwannee River Water Management District, and the Suwannee River Coordinating Committee (HRS, WMD).

Policy 8.3.2.29. State agencies shall coordinate their efforts with regional agencies to determine which smaller streams flowing into the Suwannee River system shall have water quality monitoring stations (DER, GFWFC, RPC, WMD).

Policy 8.3.2.30. The interbasin transfer of waters from the Suwannee-Santa Fe river system, including groundwaters that provide base flow to the river system, shall be prohibited except when there is an overriding public interest as provided for by state law (DER, WMD).

Policy 8.3.2.31. Commercial signs and advertisements shall be prohibited within the river. Only signs containing water-dependent information may be allowed within view of the rivers of the Suwannee system (DCA, RPC, LGV).

Policy 8.3.2.32. Non-structural controls shall be the management approach for the floodplain areas of the Suwannee River system (All Agencies).

Policy 8.3.2.33. The creation of additional channels shall be avoided except for a clearly demonstrated overriding public interest (ACE, DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.3.2.34. Mining, mineral extraction, and the extraction of fossil fuels shall be prohibited within the Suwannee River system (DNR, WMD, LGV, RPC).

Policy 8.3.2.35. The creation of additional channels and the creation of larger channels on the Suwannee River system shall be avoided except for a clearly demonstrated overriding public interest. Maintenance dredging of existing channels shall be allowed (ACE, DCA, DNR, DER, RPC, WMD, LGV).

Policy 8.3.2.36. Water conservation, habitat, plant, and wildlife conservation shall receive priority over resource-based recreation activities on lands acquired through Save Our Rivers funds (DNR, RPC, WMD,).

Policy 8.3.2.37. Recreation activities and facilities within the Suwannee River system shall not significantly degrade the quality and quantity of waters found within the river, its tributaries, springs, or spring runs (DCA, DNR, GFWFC, RPC, WMD).

Policy 8.3.2.38. Recreational use of the Suwannee River system shall not threaten the survival of native Florida ecosystems, habitats, plants, and wildlife, particularly critical species (DCA, DNR, GFWFC, RPC, WMD).

Policy 8.3.2.39. Recreational use of the river systems shall not substantially increase river bank erosion (DCA, DNR, GFWFC, RPC, WMD).

Policy 8.3.2.40. A historical/cultural living museum/village depicting life within the region during apart of the region's history should be established in connection with increased recreational usage of the Suwannee-Santa Fe river system (RPC, LGV, DCA, DOS, DNR, EOG, DOI).

Policy 8.3.2.41. A native plant and animal zoo/wild animal park should be established in the region in conjunction with increased recreational usage of the Suwannee-Santa Fe river system (RPC, LGV, DCA, DNR, EOG, DOI).

Policy 8.3.2.42. The establishment of an archeological/paleontological display/museum based upon artifacts discovered in the region shall be encouraged (RPC, LGV, DCA, DOS, DNR, EOG, DOI).

Policy 8.3.2.43. Increased resource-based recreation and tourist use of the Suwannee River system, the coastal basin and coastal waters, as well as other selected regionally significant natural areas shall be encouraged as part of an region-wide, coordinated plan to increase tourist and resource-based recreation activities and facilities within the region (RPC, LGV, DCA, DOS, DNR, COM, GFWFC, EOG, DOI).

Policy 8.3.2.44. Development of a major outdoor water recreation center on the Suwannee River offering group excursions for canoeing, rafting, parasailing, camping, and hiking should be encouraged (RPC, LGV, DNR, DOI).

Policy 8.3.2.45. Construction of new ramps and docks and the rehabilitation of existing structures along rivers in the region should be encouraged (RPC, LGV, WMD, DER, DNR, DOI).

STATE GOAL 9: COASTAL AND MARINE RESOURCES

Florida shall ensure that development and marine resource use and beach access improvements in coastal areas do not endanger public safety or important natural resources. Florida shall, through acquisition and access improvements, make available to the states' population additional beaches and marine environment, consistent with sound environmental planning.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Public Safety, Water Resources, Natural Systems and Recreational Lands, Hazardous and Nonhazardous Materials and Waste, Land Use, and Public Facilities for additional applicable regional goals and policies.

9.1. Regional Issue/Cluster Title #40: Protection of Coastal Resources

REGIONAL GOAL 9.1.1. Protect the function, area, and quality of coastal basin resources (State Plan Policies 9.1, 9.6, 9.7, 9.8, 9.10).

Measure: Annual change in the number of urban land use parcels located within the coastal rivers water basin.

Policy 9.1.1.1. The Coastal Construction Control Line, the coastal marsh, estuaries, Big Bend Seagrass Beds, oyster beds, sandbars, other important aquatic features, coastal freshwater wetlands and land areas with direct sheet flow connection to the coastal marsh, and the 100 year floodway of the coastal river system shall be identified and mapped (DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.1.1.2. The collection of data and maps of the coastal basin to be utilized by state and local agencies should be coordinated and data disseminated to local governments for use in local comprehensive plans as quickly as possible (DCA, DNR, DER, GFWF, RPC, WMD, LGV).

Policy 9.1.1.3. Non-structural water management controls shall be the preferred management approach for protecting the coastal marsh (DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.1.1.4. Development within the coastal basin shall not significantly degrade the quality of waters found within the Gulf, coastal marsh, estuaries, coastal freshwater wetlands, or coastal rivers (DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.1.1.5. The construction of permanent structures which are designed for human occupancy seaward of the Coastal Construction Control Line shall be avoided (DCA, RPC, LGV).

Policy 9.1.1.6. The loss of coastal marsh and estuaries located outside of designated urban development areas shall be avoided (DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.1.1.7. With the exception of temporary activities and uses, and for the maintenance of existing roads and navigation channels, excavation in or filling of coastal marsh, estuaries or coastal freshwater wetlands outside of designated urban development areas shall be avoided (DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.1.1.8. With the exception of temporary activities and uses, and for the maintenance of existing roads and navigation channels, land clearing, grading, or removal of native natural vegetation from the coastal marsh outside of designated urban development areas shall be avoided (DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.1.1.9. Unpaved roads constructed in the coastal marsh, estuaries, or coastal freshwater wetlands, such as for silvicultural uses, should be constructed in accordance with Best Management Practices (BMP's) as well as all applicable state and/or water management district surfacewater management regulations. Paved roadways should be elevated on pilings. If pilings are impractical, a system of animal barriers and below-road wildlife travel corridors as well as devices to ensure the free-flow of waters should be constructed (DCA, DOT, DNR, DER, GFWF, RPC, WMD, LGV).

Policy 9.1.1.10. The development of new marinas shall be based upon a demonstrated need for small boat recreation facilities (DCA, DOT, DNR, RPC, LGV).

Policy 9.1.1.11. Marina siting plans shall be required before the issuance of any permits for the expansion of existing marinas or the creation of new marinas (DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.1.1.12. New docking facilities shall be directed to locations having adequate existing water depths at mean low tide without dredging to accommodate the proposed boat use (DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.1.1.13. High-rise construction shall be avoided along the coast except in designated urban development areas (DCA, RPC, DER).

Policy 9.1.1.14. The coastal marsh of Dixie and Taylor counties should be designated an Outstanding Florida Water (DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.1.1.15. The most sensitive regionally significant coastal marsh, estuaries and coastal freshwater wetlands should be acquired by the public for purposes of preservation (DCA, DNR, WMD).

Policy 9.1.1.16. Encourage support for the public acquisition of the most sensitive regionally significant coastal marsh, estuaries and coastal freshwater wetlands for purposes of preservation (DCA, DNR, RPC, WMD, LGV).

Policy 9.1.1.17. The discharge or release of inadequately treated wastewater or hazardous materials into the coastal marsh, estuaries and coastal freshwater wetlands shall be avoided (DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.1.1.18. The survival of plant and animal species native to the coastal marsh shall be ensured (DCA, DNR, DER, GFWF, RPC, WMD)

Policy 9.1.1.19. Exotic plant and animal species shall be controlled within the coastal marsh (DNR, GFWF).

Policy 9.1.1.20. Resource planning and management committees, aquatic preserve management, cooperative local planning efforts, and other methods for managing areas of special interest such as estuaries and barrier islands shall be employed to assure the continued integrity of the resource (All Agencies).

SEE ALSO WATER RESOURCES Policies 8.1.3.2., 8.1.3.3., 8.1.4.7., 8.1.5.1., 8.3.1.1., 8.3.1.2., 8.1.4.20., 8.1.5.20., 8.1.8.2., 8.1.10.4., 8.3.2.13., COASTAL AND MARINE RESOURCES Policies 9.1.1.14., 9.2.1.11., 9.2.2.2., 9.3.2.3., 9.2.1.16. 9.3.2.16., 9.3.2.18., NATURAL SYSTEMS AND RECREATIONAL LANDS Policies 10.1.9.4., HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policies 13.1.5.1., 13.1.5.6., 13.1.6.2., 13.2.5.3., 13.2.5.4., 13.2.5.9., 13.2.6.3., 13.2.6.4., 13.2.6.7., LAND USE Policies 16.2.1.11., 16.2.4.3., 16.2.2.3., 16.2.2.4., 16.2.2.6., 16.2.2.7., 16.2.1.5., 16.2.6.3.

9.2. Regional Issue/Cluster Title #41: Protection of Marine Resources

REGIONAL GOAL 9.2.1. Protect the function, area, and quality of marine resources and submerged lands (State Plan Policies 9.7, 9.8).

Measure: Annual change in the ambient water, detrital and nutrient quality within coastal rivers, coastal marsh, estuaries, and coastal freshwater wetlands.

Policy 9.2.1.1. The long-term productivity of the marine fisheries habitat, Florida Middle Ground, Big Bend Seagrass Beds, oyster beds, sand bars, and other aquatic resources shall be protected and restored (DCA, DNR, DER, GFWF, RPC, WMD, LGV).

Policy 9.2.1.2. Significant widening or deepening of existing channels shall be avoided except for a clearly demonstrated overriding public interest. Maintenance dredging of existing channels shall be allowed (ACE, DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.2.1.3. The creation of additional channels shall be avoided except for a clearly demonstrated overriding public interest (ACE, DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.2.1.4. Future channels and modifications to existing channels shall have sides which conform to the natural slope equilibrium (ACE, DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.2.1.5. Dredging spoils shall be deposited in appropriate upland areas (DCA, DNR, DER, RPC, WMD, LGV).

SEE ALSO PUBLIC SAFETY Policy 7.2.4.2., COASTAL AND MARINE RESOURCES Policies 9.1.1.1., 9.1.1.11., 9.1.1.12., 9.1.1.14., 9.2.1.4., 9.2.2.1., 9.2.2.3., 9.2.2.4.

REGIONAL GOAL 9.2.2. Avoid the exploration and development of mineral resources which threaten marine, aquatic, and estuarine resources (State Plan Policy 9.8).

Measure: Annual change in the number of square miles of Gulf coastal waters within state jurisdiction in which oil drilling is prohibited or deferred.

Policy 9.2.2.1. The seagrass beds, Florida Middle Ground, and the Congressionally mandated buffer area extending 30 miles off the Gulf Coast from Naples to Appalachicola, including the Gainesville Map Area, should be permanently removed from the list of areas available for oil, gas, and mineral leasing (DOI).

Policy 9.2.2.2. The exploration and development of mineral and petroleum resources in the Gulf of Mexico which threaten Gulf coastal marine and estuarine resources shall be avoided (ACE, DOI, DER).

Policy 9.2.2.3. Onshore and offshore exploration, development, and production of petroleum, gas, and mineral resources of the Gulf of Mexico shall be conducted in a manner that is ecologically sound and that produces minimal environmental impacts (DOI, DCA, DNR, DER, RPC, WMD, LGV).

Policy 9.2.2.4. Outer Continental Shelf development shall occur only in areas of least environmental sensitivity (DOI).

9.3. Regional Issue/Cluster Title #42: Public Safety and Access in Coastal Areas

REGIONAL GOAL 9.3.1. Prevent/reduce damage within the coastal basin caused by hurricanes and other tropical disturbances (State Plan Policies 9.2, 9.3).

Measure: Annual change in the assessed valuation of structures located seaward of the category III hurricane surge line.

Policy 9.3.1.1. Structures or alterations in landscape or topography within coastal high hazard areas shall not impede the outflow of seawater back to the Gulf (DCA, DER, RPC, WMD, LGV).

SEE ALSO PUBLIC SAFETY Policies 7.2.4.2., 7.2.4.3., 7.2.4.4., 7.2.4.5., 7.2.4.6., 7.2.4.7., 7.2.4.8., 7.2.4.9., WATER RESOURCES Policies 8.1.3.3., 8.1.3.4., COASTAL AND MARINE RESOURCES Policies 9.1.1.7., 9.2.2.2., LAND USE Policy 16.2.2.1., 16.2.2.3., PUBLIC FACILITIES Policies 18.2.1.10.

REGIONAL GOAL 9.3.2. Provide necessary and appropriate public access to the marine environment without degrading the natural systems or adversely affecting marine life (State Plan Policy 9.2).

Measure: Annual change in the number of public access points to the coastline and coastal rivers located within Dixie and Taylor counties.

SEE ALSO COASTAL AND MARINE RESOURCES Policies 9.1.1.20., 9.1.1.21., 9.2.3.1.

STATE GOAL 10: NATURAL SYSTEMS AND RECREATIONAL LANDS

Florida shall protect and acquire unique natural habitats and ecological systems such as wetlands, tropical hardwood hammocks, palm hammocks, and virgin longleaf pine forests, and restore degraded natural systems to a functional condition.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Water Resources, Coastal and Marine Resources, Hazardous and Nonhazardous Materials and Waste, Land Use, Public Facilities, Transportation, Intergovernmental Coordination, The Economy, Employment, Agriculture, and Tourism for additional applicable regional goals and policies.

10.1. Regional Issue/Cluster Title #43: Protection of Natural Systems

REGIONAL GOAL 10.1.1. Preserve and protect the quality and quantity of waters found within surface water bodies and springs in the region (State Plan Policies 10.1, 10.7, 10.9).

Measure: Annual change in the Average Overall Water Quality of surface water bodies and springs.

Policy 10.1.1.1. Provide for the protection of the water quality of smaller streams which pass through urbanized and urbanizing areas (DCA, DNR, DER, RPC, WMD, LGV).

Policy 10.1.1.2. The diversion or damming of natural river systems, channelization of those rivers and estuaries which have not been channelized, and the creation of larger channels in those rivers and estuaries which have already been dredged shall be avoided except when for a clearly demonstrated overriding public interest (ACE, DCA, DNR, DER, RPC, WMD, LGV).

SEE ALSO WATER RESOURCES Policies 8.1.7.1., 8.1.7.2., 8.1.7.3., 8.1.7.4., 8.1.7.6., 8.1.7.7., 8.1.7.8., 8.1.7.8., 8.3.2.13., 8.3.6.13., NATURAL SYSTEMS AND RECREATIONAL LANDS Policy 10.3.3.2., HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policies 13.2.5.1., 13.2.6.2., 13.2.6.5.

REGIONAL GOAL 10.1.2. Protect the quantity, water quality, and hydroperiod in wetlands areas (State Plan Policies 10.1, 10.7, 10.9).

Measure: Annual change in the number of acres of wetlands.

Policy 10.1.2.1. There shall be no significant loss of wetlands by wetland type within the region (DCA, DNR, DER, GFWFC, DACS, RPC, WMD, LGV).

Policy 10.1.2.2. The most sensitive regionally significant wetlands should be acquired by the public for purposes of preservation (DCA, DNR, GFWFC, RPC, WMD).

SEE ALSO WATER RESOURCES Policies 8.1.8.2., 8.1.8.3., COASTAL AND MARINE RESOURCES Policy 9.1.1.17., HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policy 13.2.6.5., LAND USE Policies 16.2.5.1.

REGIONAL GOAL 10.1.3. Protect and use natural systems in lieu of structural alternatives and restore modified systems (State Plan Policies 10.1, 10.7, 10.8, 10.9).

Measure: Annual change in the number of dams, levees, dikes, and other similar structures used to modify natural systems.

Policy 10.1.3.1. Degraded or modified natural systems should be restored and preserved following restoration (DCA, DNR, DER, GFWFC, RPC, WMD, LGV).

Policy 10.1.3.2. Land development review procedures shall provide for the protection and restoration of ecological functions of wetland systems to ensure their long-term environmental, economic, and recreational value (DCA, DNR, DER, GFWFC, RPC, WMD, LGV).

SEE ALSO WATER RESOURCES Policy 8.2.2.1.

REGIONAL GOAL 10.1.4. Preserve and protect representative samples of all native biota to north central Florida for future generations (State Plan Policies 10.1, 10.7, 10.8, 10.9).

Measure: Change in the number of local government comprehensive plans which adequately address this goal.

Policy 10.1.4.1. Habitat islands should be studied and identified (GFWFC).

Policy 10.1.4.2. Exotic vegetation within identified habitat islands shall be controlled (DNR, GFWFC).

Policy 10.1.4.3. The appropriate mix and quantity of plant types for designated habitat islands shall be preserved or restored (DNR, GFWFC).

SEE ALSO LAND USE Policies 16.2.6.1., 16.2.6.2., 16.2.6.3., 16.2.6.4., 16.2.6.5., 16.2.6.6., 16.2.6.7., 16.2.6.8., 16.2.6.9.

REGIONAL GOAL 10.1.5. Ensure long-term economic stability by ensuring development of the coastal fishing industry without producing significant adverse impacts to existing coastal and marine species and ecosystems (State Plan Policy 10.1).

Measure: Change in the annual amount of fish and shellfish landings in Dixie and Taylor counties.

Policy 10.1.5.1. The annual maximum sustainable yield of commercially valuable coastal and marine resources which provides adequate resources to support the existing marine and coastal species and ecosystems should be determined (DER, DNR, DACS, DCA, IFAS).

Policy 10.1.5.2. Coastal and marine fishing should be limited to annual maximum sustainable yields (DNR, DACS, GFWFC, USFWS).

Policy 10.1.5.3. The establishment of a regional caviar industry based upon a sturgeon hatchery/fishery within the Suwannee River System shall be encouraged and a feasibility study of utilizing economic development funds studied (USFWS, DNR, DACS, DCA, COM, GFWFC, RPC, LGV).

SEE ALSO WATER RESOURCES Policy 8.3.1.1., LAND USE Policy 16.2.2.2.

10.2. Regional Issue/Cluster Title #44: Protection of Endangered Species

REGIONAL GOAL 10.2.1. Insure the survival of critical species native to north central Florida for future generations (State Plan Policies 10.3, 10.4).

Measure: Annual change in the number of acres of critical habitat preserved and protected for critical species through the year 2010.

Policy 10.2.1.1. The survival of plant and animal species, particularly critical species, native to the region shall be ensured (DCA, DNR, DER, GFWFC, RPC, WMD).

Policy 10.2.1.2. Additional research shall be performed to determine the extent of critical elements such as required habitats, territory size, food sources, and minimum sustainable population thresholds necessary for the survival of critical species (DNR, GFWFC, Florida Natural Areas Inventory).

Policy 10.2.1.3. Deer population levels as well as population levels of all food sources for which critical species are dependent shall be preserved at sufficient levels necessary for the survival of critical species (DNR, GFWFC, Florida Natural Areas Inventory).

Policy 10.2.1.4. The public shall identify, protect, and if necessary acquire lands such as bird rookeries, spawning grounds, and known marine mammal birthing areas for the long-term survival of critical species (DCA, DNR, GFWFC, RPC, WMD).

Policy 10.2.1.5. The public, particularly private landowners, should be educated as to the habitat requirements of critical native species (DNR, GFWFC, Florida Natural Areas Inventory).

SEE ALSO COASTAL AND MARINE RESOURCES Policy 9.2.1.3., NATURAL SYSTEMS AND RECREATIONAL LANDS Policy 10.1.1.8, 10.2.2.1.

REGIONAL GOAL 10.2.2. Eliminate manatee injury and death from collisions with waterborne vessels (State Plan Policies 10.3, 10.4).

Measure: Annual number of manatee injuries and deaths that occur in north central Florida.

Policy 10.2.2.1. The number of docks, boat ramps, marinas, and expansion of existing marinas where boat traffic will bring boats into known manatee areas shall be limited so as not to threaten the manatee (ACE, DCA, DNR, DER, RPC, WMD, LGV).

Policy 10.2.2.2. The creation of additional channels and the creation of larger channels along known manatee areas shall be allowed only for a clearly demonstrated overriding public interest.

Policy 10.2.2.3. Docks at multi-slip facilities shall be clustered so as to minimize disruption of the shoreline.

Policy 10.2.2.4. Boat ramp construction and expansion shall be limited at sites of high manatee concentration as determined by the Department of Natural Resources and the United States Fish and Wildlife Service, and shall be limited to locations near popular boating destinations with quick access to deep open water channels.

Policy 10.2.2.5. Boat ramps providing access to areas known to be used by manatees shall have education displays to alert boaters to the possible presence of manatees and to the boating regulations in the areas.

SEE ALSO WATER RESOURCES Policy 8.3.1.2.

REGIONAL GOAL 10.2.3. Ensure the survival of native biota through encouraging the linking of major terrestrial and aquatic habitats to allow for the movement of biota between habitat islands (State Plan Policies 10.3, 10.4).

Measure: Annual change in the number of public land holdings which are linked together through wildlife corridors.

Policy 10.2.3.1. A model habitat corridor linking two habitat islands should be established and evaluated for its effectiveness prior to further designations of habitat corridors (DCA, DNR, GFWFC).

Policy 10.2.3.2. Should the model habitat corridor be found to be an effective wildlife management technique, then additional habitat corridors should be identified and acquired (DCA, DNR, GFWFC)

Policy 10.2.3.3. Paved road crossings and bridges over identified habitat corridors shall be designed to permit the free movement of wildlife underneath the structure and not interrupt the continuity of the habitat corridor (DOT, DNR, DER, GFWFC, DACS, RPC, WMD, LGV).

Policy 10.2.3.4. Any activity or proposed activity affecting identified habitat corridors shall be permitted only upon assurances that impacts to habitat conservation values identified for that particular habitat corridor are mitigated (DCA, DNR, DER, ACE, RPC, LGV).

10.3. Regional Issue/Cluster Title #45: Land Management and Use

REGIONAL GOAL 10.3.1. Ensure that land use decisions minimize adverse environmental impacts upon the region's significant natural areas and natural resources (State Plan Policies 10.2, 10.5, 10.6 10.10).

Measure: Annual change in the number of local government comprehensive plans which adequately address this goal.

Policy 10.3.1.1. Public lands should be acquired, retained, managed, and inventoried to provide recreation, conservation and related public benefits (DACS, DER, GFWFC, DNR).

Policy 10.3.1.2. The acquisition and maintenance of ecologically intact systems shall be emphasized in all land and water planning, management, and regulation (DACS, DCA, DER, GFWFC, DNR).

Policy 10.3.1.3. The most sensitive regionally significant natural areas should be acquired by the public (DCA, DNR, GFWFC, WMD).

Policy 10.3.1.4. Recreation and tourist activities within conservation areas shall enhance and maintain water conservation, wildlife conservation, and habitat conservation values (RPC, LGV, DNR, DER, GFWFC, WMD, USFWS, DOI).

SEE ALSO NATURAL SYSTEMS AND RECREATIONAL LANDS Policy 10.4.4.4., LAND USE Policies 16.1.1.1., 16.1.1.3., 16.1.1.8., 16.1.1.9., 16.1.1.10., 16.1.1.11., 16.1.1.12., 16.1.1.13., 16.1.1.14., 16.2.1.1., 16.2.1.2., 16.2.2.1., AGRICULTURE Policy 23.1.5.3.

REGIONAL GOAL 10.3.2. Ensure land use decisions which protect the function, area, and quality of coastal basin and submerged lands natural systems (including its flora, wildlife, and habitat), prevent saltwater intrusion to the Floridan aquifer, and minimize the value of property susceptible to, and the potential loss of lives from, hurricane hazards (State Plan Policies 10.2, 10.6, 10.10).

Measure: Annual change in the number of urban land use parcels within regionally significant natural areas.

Policy 10.3.2.1. Local government shall be encouraged to support the public acquisition of the most sensitive regionally significant coastal marsh, estuaries and coastal freshwater wetlands for purposes of preservation (LGV).

SEE ALSO PUBLIC SAFETY Policy 7.2.4.2., WATER RESOURCES Policies 8.1.3.3., 8.1.3.4., 8.1.4.6., 8.1.4.7., 8.1.4.8., 8.1.5.1., 8.1.5.2., 8.1.8.2., 8.3.1.2., COASTAL AND MARINE RESOURCES Policy 9.1.1.1., 9.1.1.3., 9.1.1.5., 9.1.1.6., 9.1.1.7., 9.1.1.8., 9.1.1.9., 9.1.1.11., 9.1.1.12., 9.1.1.13., 9.1.1.14., 9.1.1.15., 9.1.1.17., NATURAL SYSTEMS AND RECREATIONAL LANDS Policy 10.1.4.1., HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policies 13.1.5.3., 13.2.5.4., 13.2.6.4., 13.2.6.5., 13.2.6.6., 13.2.6.7., LAND USE Policies 16.2.1.5., 16.2.1.11., 16.2.2.1., 16.2.2.2., 16.2.2.3., 16.2.2.5., 16.2.2.6., 16.2.2.7., 16.2.6.3., PUBLIC FACILITIES Policy 18.2.1.8.

REGIONAL GOAL 10.3.3. Ensure land use decisions which preserve and protect the quality and quantity of waters found within surface water bodies and springs in the region (State Plan Policies 10.2, 10.5, 10.6, 10.10).

Measure: Annual change in the number of local government comprehensive plans which adequately address this goal.

Policy 10.3.3.1. Local government plans shall provide for the protection of the water quality of smaller streams which pass through urbanized and urbanizing areas (DCA, DNR, DER, RPC, WMD, LGV).

Policy 10.3.3.2. Local government plans shall address design requirements that are directed to the control of surface waters from private property adjacent to smaller streams by the year 1991 (DCA, DNR, DER, RPC, WMD, LGV).

Policy 10.3.3.3. Methods for the dedication and protection of scenic easements along the rivers, springs, spring runs, and scenic roads shall be established (DNR, DER, WMD, LGV).

SEE ALSO WATER RESOURCES Policies 8.1.7.6., 8.1.7.8., 8.1.8.2., 8.3.2.13., LAND USE Policy 16.2.1.11.

10.4. Regional Issue/Cluster Title #46: Parks and Recreation

REGIONAL GOAL 10.4.1. Provide a sufficient number and acres of activity-based parks, recreation facilities, and activities to meet the needs of the residents of north central Florida (State Plan Policies 10.11, 10.13).

Measure: Annual change in the ratio of population to acres of activity-based park and recreation facilities.

Policy 10.4.1.1. The provision of adequate recreational opportunities shall be required in urban areas, including the development of activity-based parks (DCA, DNR, GFWFC, RPC, WMD, LGV).

Policy 10.4.1.2. Potentially needed recreation areas that are vulnerable to immediate non-recreational development shall be acquired by the public (DCA, DNR, GFWFC, RPC, WMD, LGV).

Policy 10.2.3.4. Any activity or proposed activity affecting identified habitat corridors shall be permitted only upon assurances that impacts to habitat conservation values identified for that particular habitat corridor are mitigated (DCA, DNR, DER, ACE, RPC, LGV).

10.3. Regional Issue/Cluster Title #45: Land Management and Use

REGIONAL GOAL 10.3.1. Ensure that land use decisions minimize adverse environmental impacts upon the region's significant natural areas and natural resources (State Plan Policies 10.2, 10.5, 10.6 10.10).

Measure: Annual change in the number of local government comprehensive plans which adequately address this goal.

Policy 10.3.1.1. Public lands should be acquired, retained, managed, and inventoried to provide recreation, conservation and related public benefits (DACS, DER, GFWFC, DNR).

Policy 10.3.1.2. The acquisition and maintenance of ecologically intact systems shall be emphasized in all land and water planning, management, and regulation (DACS, DCA, DER, GFWFC, DNR).

Policy 10.3.1.3. The most sensitive regionally significant natural areas should be acquired by the public (DCA, DNR, GFWFC, WMD).

Policy 10.3.1.4. Recreation and tourist activities within conservation areas shall enhance and maintain water conservation, wildlife conservation, and habitat conservation values (RPC, LGV, DNR, DER, GFWFC, WMD, USFWS, DOI).

SEE ALSO NATURAL SYSTEMS AND RECREATIONAL LANDS Policy 10.4.4.4., LAND USE Policies 16.1.1.1., 16.1.1.3., 16.1.1.8., 16.1.1.9., 16.1.1.10., 16.1.1.11., 16.1.1.12., 16.1.1.13., 16.1.1.14., 16.2.1.1., 16.2.1.2., 16.2.2.1., AGRICULTURE Policy 23.1.5.3.

REGIONAL GOAL 10.3.2. Ensure land use decisions which protect the function, area, and quality of coastal basin and submerged lands natural systems (including its flora, wildlife, and habitat), prevent saltwater intrusion to the Floridan aquifer, and minimize the value of property susceptible to, and the potential loss of lives from, hurricane hazards (State Plan Policies 10.2, 10.6, 10.10).

Measure: Annual change in the number of urban land use parcels within regionally significant natural areas.

Policy 10.3.2.1. Local government shall be encouraged to support the public acquisition of the most sensitive regionally significant coastal marsh, estuaries and coastal freshwater wetlands for purposes of preservation (LGV).

SEE ALSO PUBLIC SAFETY Policy 7.2.4.2., WATER RESOURCES Policies 8.1.3.3., 8.1.3.4., 8.1.4.6., 8.1.4.7., 8.1.4.8., 8.1.5.1., 8.1.5.2., 8.1.8.2., 8.3.1.2., COASTAL AND MARINE RESOURCES Policy 9.1.1.1., 9.1.1.3., 9.1.1.5., 9.1.1.6., 9.1.1.7., 9.1.1.8., 9.1.1.9., 9.1.1.11., 9.1.1.12., 9.1.1.13., 9.1.1.14., 9.1.1.15., 9.1.1.17., NATURAL SYSTEMS AND RECREATIONAL LANDS Policy 10.1.4.1., HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policies 13.1.5.3., 13.2.5.4., 13.2.6.4., 13.2.6.5., 13.2.6.6., 13.2.6.7., LAND USE Policies 16.2.1.5., 16.2.1.11., 16.2.2.1., 16.2.2.2., 16.2.2.3., 16.2.2.5, 16.2.2.6., 16.2.2.7., 16.2.6.3., PUBLIC FACILITIES Policy 18.2.1.8.

REGIONAL GOAL 10.3.3. Ensure land use decisions which preserve and protect the quality and quantity of waters found within surface water bodies and springs in the region (State Plan Policies 10.2, 10.5, 10.6, 10.10).

Measure: Annual change in the number of local government comprehensive plans which adequately address this goal.

Policy 10.3.3.1. Local government plans shall provide for the protection of the water quality of smaller streams which pass through urbanized and urbanizing areas (DCA, DNR, DER, RPC, WMD, LGV).

Policy 10.3.3.2. Local government plans shall address design requirements that are directed to the control of surface waters from private property adjacent to smaller streams by the year 1991 (DCA, DNR, DER, RPC, WMD, LGV).

Policy 10.3.3.3. Methods for the dedication and protection of scenic easements along the rivers, springs, spring runs, and scenic roads shall be established (DNR, DER, WMD, LGV).

SEE ALSO WATER RESOURCES Policies 8.1.7.6., 8.1.7.8., 8.1.8.2., 8.3.2.13., LAND USE Policy 16.2.1.11.

10.4. Regional Issue/Cluster Title #46: Parks and Recreation

REGIONAL GOAL 10.4.1. Provide a sufficient number and acres of activity-based parks, recreation facilities, and activities to meet the needs of the residents of north central Florida (State Plan Policies 10.11, 10.13).

Measure: Annual change in the ratio of population to acres of activity-based park and recreation facilities.

Policy 10.4.1.1. The provision of adequate recreational opportunities shall be required in urban areas, including the development of activity-based parks (DCA, DNR, GFWFC, RPC, WMD, LGV).

Policy 10.4.1.2. Potentially needed recreation areas that are vulnerable to immediate non-recreational development shall be acquired by the public (DCA, DNR, GFWFC, RPC, WMD, LGV).

Policy 10.4.1.3. School districts and park/recreation departments shall develop programs for joint acquisition and development of sites where appropriate (DCA, RPC, LGV, CSB).

Policy 10.4.1.4. The private sector should be considered as providing recreation facilities in local government comprehensive plans when such facilities complement those called for by such plans (DCA, RPC, LGV).

Policy 10.4.1.5. Large-scale residential developments should provide recreational sites and open space necessary to accommodate the residents of such developments (DCA, RPC, LGV).

Policy 10.4.1.6. The use of public and private financial and other resources for the development of recreational opportunities at the state and local levels shall be encouraged (DCA, DNR, GFWFC, RPC, WMD, LGV).

SEE ALSO PUBLIC FACILITIES Policies 18.2.1.2., 18.2.1.9., 18.2.1.4.

REGIONAL GOAL 10.4.2. The protection of the function, size, and quality of coastal basin and submerged lands natural systems shall take priority over recreational activities and facilities (State Plan Policy 10.12).

Measure: Annual change in the ambient water, detrital and nutrient quality within coastal rivers, coastal marsh, estuaries, and coastal freshwater wetlands.

Policy 10.4.2.1. The protection and restoration of the long-term productivity of marine fisheries habitat, Big Bend Seagrass Beds, oysterbeds, sand bars, and other aquatic resources shall take precedence over recreational fishing and other recreational activities and facilities (DCA, DNR, DER, GFWFC, RPC, WMD, LGV).

Policy 10.4.2.2. Recreational activities and facilities development which threatens to significantly degrade the quality or the productivity of the coastal marsh, estuaries, and coastal freshwater wetlands or which adversely affects the commercial and sport fishing industry shall be avoided (ACE, DCA, DNR, DER, RPC, WMD, LGV).

SEE ALSO PUBLIC SAFETY Policy 7.2.4.2., COASTAL AND MARINE RESOURCES Policies 9.1.1.14., 9.1.1.15., 9.1.1.18., 9.2.1.2., 9.2.1.4.

REGIONAL GOAL 10.4.3. The quality and quantity of waters found within surface water bodies and springs in the region used for recreational purposes shall be preserved and protected (State Plan Policies 10.11, 10.12, 10.13).

Measure: Annual change in the Average Overall Water Quality of surface water bodies and springs.

Policy 10.4.3.1. Recreational activities occurring within or discharging into water bodies designated Outstanding Florida Waters shall not significantly alter or degrade the ambient condition of the water body (DCA, DNR, DER, RPC, WMD, LGV).

SEE ALSO WATER RESOURCES Policy 8.1.7.1., NATURAL SYSTEMS AND RECREATIONAL LANDS Policy 10.1.1.2.

REGIONAL GOAL 10.4.4. A proper balance between the number, acreage, and intensity of use of resource-based parks, recreation facilities, and the recreational use of natural resources with the preservation of native Florida ecosystems, habitats, plants, and wildlife (State Plan Policies 10.11, 10.12, 10.13).

Measure: Annual change in the number of state and federal parks, preserves, forests and similar public lands with wildlife and habitat management plans.

Policy 10.4.4.1. The conservation and preservation of native Florida ecosystems, habitats, plants, and wildlife, particularly threatened species, shall take priority over recreational use in conservation areas (DCA, DNR, GFWFC, RPC, WMD, LGV).

Policy 10.4.4.2. Recreational activities and facilities shall not threaten the preservation and protection of representative samples of all habitat types native to north central Florida for future generations (DCA, DNR, GFWFC, RPC, WMD, LGV).

Policy 10.4.4.3. Hunting and fishing shall not threaten the survival of representative samples of animal species native to north central Florida, particularly critical species (GFWFC).

Policy 10.4.4.4. The multiple use of privately-owned forest lands for timber production, hunting, recreation, wildlife habitat, watershed protection, erosion control, and maintenance of the water supply shall be maintained (DACS, DCA, DNR, DER, DMA, GFWFC, RPC, WMD).

Policy 10.4.4.5. The take of hunters and fishermen by animal species and weight shall be carefully monitored (GFWFC).

Policy 10.4.4.6. Recreational uses and intensity of use appropriate to and compatible with the preservation of the region's ecosystems, plants, wildlife, and water quality shall be identified (DCA, DNR, GFWFC, RPC, WMD).

Policy 10.4.4.7. Recreational activities and facilities shall not infringe upon the proper functioning of habitat islands or habitat corridors (DCA, DNR, GFWFC, RPC, WMD).

Policy 10.4.4.8. Compatible resource-based recreation activities, facilities such as primitive campsites and primitive hiking trails, and intensity of use which will not substantially impair the proper functioning of habitat corridors and habitat islands shall be identified (DCA, DNR, GFWFC, RPC, WMD).

Policy 10.4.4.9. The most sensitive regionally significant flora and fauna habitat areas, including identified habitat islands, should be acquired by the public (DCA, DNR, GFWFC, RPC, WMD).

Policy 10.4.4.10. Resource-based recreation activities and facilities shall avoid habitat islands (DCA, DNR, RPC, WMD, LGV).

Policy 10.4.4.11. The study, designation, and implementation of canoe trails in the region shall be increased (DCA, DNR, RPC, WMD, LGV).

Policy 10.4.4.12. The intensity of use for resource-base recreation activities such as canoe trails, hiking trails shall be compatible with the preservation of native Florida ecosystems, habitats, plants, and wildlife (DCA, DNR, DER, GFWFC, DACS, RPC, WMD, LGV).

SEE ALSO LAND USE Policy 16.2.1.11.

REGIONAL GOAL 10.4.5. Establish and maintain the Florida Trail through north central Florida (State Plan Policies 10.11, 10.12, 10.13).

Measure: Annual change in the number of miles of Florida Trail.

Policy 10.4.5.1. The Florida Trail should run continuously without breaks throughout the region (USDA, DCA, DNR, GFWFC, WMD, Florida Trail Association).

Policy 10.4.5.2. The Florida Trail should be routed through existing public lands to the greatest extent feasible (USDA, DCA, DNR, GFWFC, WMD, Florida Trail Association).

Policy 10.4.5.3. Private property owners should be encouraged to voluntarily enter into easements or other agreements to allow the Florida Trail to traverse private property (Florida Trail Association).

Policy 10.4.5.4. The intensity of use of the Florida Trail should be compatible with the preservation of native Florida ecosystems, habitats, plants, and wildlife (DCA, DNR, GFWFC, Florida Trail Association).

Policy 10.4.5.5. The certification of the Florida Trail as part of the National Scenic Trail and State Recreational Trails System should be encouraged (DNR).

STATE GOAL 11: AIR QUALITY

Florida shall comply with all national air quality standards by 1987, and by 1992 meet standards which are more stringent than 1985 state standards.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Energy, Mining, Land Use, and Transportation for additional applicable regional goals and policies.

11.1. Regional Issue/Cluster Title #47: Improving Air Quality

REGIONAL GOAL 11.1.1. Utilize all available conservation techniques and alternative energy sources to insure that north central Florida continues to meet and exceed all applicable federal and state air quality standards (State Plan Policies 11.1, 11.2, 11.3, 11.4, 11.5).

Measure: Change in total particulate matter concentrations.

Policy 11.1.1.1. The monitoring of regional air quality shall be continued (EPA, DER).

Policy 11.1.1.2. A computer model of the impacts of various sources of pollutants, including new polluters, upon regional air quality shall be developed (DCA, EPA, DER, RPC, LGV, PSC).

SEE ALSO PUBLIC SAFETY POLICY 7.2.1.3., ENERGY Policies 12.2.3.4., 12.2.3.5., 12.2.3.6., 12.2.5.5.

REGIONAL GOAL: 11.1.2. Minimize line sources of air pollution by providing a transportation system, consisting of both public and private transportation systems, for the efficient movement of goods and passengers and provides for the convenient and efficient transfer between transportation modes (State Plan Policies 11.2).

Measure: Change in the number of regional road network segments operating below the Level of Service standard.

Policy 11.1.2.1. The sale of lead-based gasoline should be prohibited (EPA).

SEE ALSO TRANSPORTATION Policies 20.1.1.1., 20.1.1.2., 20.1.1.3., 20.1.1.4., 20.1.1.7., 20.1.1.8., 20.1.3.1., 20.1.3.2., 20.1.4.1., 20.1.4.2., 20.1.4.4.

REGIONAL GOAL 11.1.3. Minimize air pollution emissions from area sources of pollution (State Plan Policies 11.1, 11.2, 11.3, 11.4, 11.5).

Measure: Change in total particulate matter concentrations.

Policy 11.1.3.1. Discourage the use of controlled burnings for site preparation in development construction activities within designated urban areas (DCA, EPA, RPC, LGV, DER).

Policy 11.1.3.2. Continue to allow controlled burnings for agricultural, silviculture, and mine preparation activities (DCA, EPA, RPC, LGV, DER).

Policy 11.1.3.3. Take efforts to reduce other forms of pollution before taking measures to limit controlled burnings for forestry, agriculture, and phosphate mining if and when such controls should become necessary (DCA, EPA, RPC, LGV, DER).

Policy 11.1.3.4. The use of Best Management Practices and other soil conservation techniques which minimize wind-borne soil erosion should be required (DCA, EPA, RPC, LGV, DER, DACS, WMD).

REGIONAL GOAL 11.1.4. Minimize pollution emissions from point sources of air pollution (State Plan Policies 11.1, 11.2, 11.3, 11.4, 11.5).

Measure: Change in total particulate matter concentrations.

Policy 11.1.4.1. Prevent dioxin emissions from regional mass burning and refuse derived fuel burning facilities through the use of scrubbers or other pollution control devices (DCA, RPC, LGV).

Policy 11.1.4.2. Continue to meet state and federal point source emission standards (DCA, EPA, RPC, LGV, DER).

Policy 11.1.4.3. Air pollution emissions from wood burning stoves shall be minimized through the use of catalytic converters or other pollution control devices (DCA, RPC, LGV, DER).

Policy 11.1.4.4. Power plant fuel conversion shall not result in higher levels of air pollution (DCA, EPA, RPC, LGV, DER).

Policy 11.1.4.5. The siting of major point source generators of air emissions shall take into consideration wind patterns to minimize outfall on designated urban areas and regionally significant natural areas (DCA, RPC, LGV, DER).

STATE GOAL 12: ENERGY

Florida shall reduce its energy requirements through enhanced conservation and efficiency measures in all end-use sectors, while at the same time promoting an increased use of renewable energy resources.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Agriculture, Air Quality, Land Use, and Transportation for additional applicable regional goals and policies.

12.1. Regional Issue/Policy Cluster Title #48: Energy Resources

REGIONAL GOAL 12.1.1. Encourage and promote the use of natural and renewable energy resources consistent with sound energy management principles (State Plan Policies 12.1, 12.2, 12.6, 12.7, 12.8, 12.9).

Measure: Change in statewide annual per capita energy consumption by type of fuel.

Policy 12.1.1.1. The application of the principle of sustained yield in the management of the region's renewable resources shall be encouraged (DCA, EPA, GFWF, RPC, LGV, DNR, WMD, SCS, DOI, ACE, USFWS).

Policy 12.1.1.2. The use of renewable resources as a regional energy resource, combined with appropriate pollution control and public safety regulations, shall be encouraged (DCA, DACS).

Policy 12.1.1.3. The use of agricultural and forestry waste products as an energy source shall be encouraged (DCA, DACS, EOG, SEC).

Policy 12.1.1.4. Encourage an increase in the percentage of total kilowatt-hours derived from renewable energy resources (DCA, EPA, RPC, LGV, DNR, PSC).

Policy 12.1.1.5. Public utility companies shall promote the uploading of electricity generated by small scale electrical energy producers to the power grid (DCA, PSC).

SEE ALSO AGRICULTURE Policy 23.1.1.3.

REGIONAL GOAL 12.1.2. Promote the development and application of solar energy technologies and passive solar design techniques (State Plan Policies 12.6, 12.7, 12.8, 12.9, 12.10).

Measure: Change in statewide annual per capita energy consumption by type of fuel.

Policy 12.1.2.1. Research of solar driven water heating and air conditioning and other energy dependent systems should be supported (EOG, SEC, DCA, EPA, PSC, EOG, SEC).

Policy 12.1.2.2. Public education and awareness of solar energy alternatives shall be increased (EOG, SEC, DCA, RPC, LGV, PSC, DOE, CSB).

Policy 12.1.2.3. The use of solar energy systems shall be encouraged (EOG, SEC, DCA, RPC, LGV).

Policy 12.1.2.4. The percentage of total kilowatt-hours derived from solar energy shall be increased (DCA, RPC, LGV, PSC).

Policy 12.1.2.5. State, local, and federal incentives shall be established to promote the use of solar energy (DCA, RPC, LGV, PSC).

REGIONAL GOAL 12.1.3. Encourage the capture and use of energy from waste products and recycling to reduce dependence upon non-renewable energy resources (State Plan Policies 12.1, 12.2, 12.6, 12.8, 12.9).

Measure: Change in statewide annual per capita energy consumption by type of fuel.

Policy 12.1.3.1. The capture and reuse of methane gas generated as a byproduct of the wastewater treatment process shall be encouraged (EOG, SEC, DCA, DER, EOG, SEC, RPC, LGV).

Policy 12.1.3.2. The capture and use of methane gas generated as a byproduct of the decomposition process in nonhazardous solid waste disposal facilities shall be encouraged (DCA, DER, EOG, SEC, RPC, LGV).

SEE ALSO HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policies 13.2.2.4., 13.2.2.5., 13.2.2.6., 13.2.2.7., 13.2.2.8., 13.2.2.9. 13.2.2.10., 13.2.2.11., 13.2.2.12.

REGIONAL GOAL 12.1.4. Encourage the use of temperature differentials as an energy resource (State Plan Policies 12.1, 12.2, 12.6, 12.8, 12.9).

Measure: Change in statewide annual per capita energy consumption by type of fuel.

Policy 12.1.4.1. The use of heat pumps for building heating and cooling shall be encouraged (DCA, RPC, DOS).

REGIONAL GOAL 12.1.5. Develop and maintain effective energy preparedness plans for use in energy crises (State Plan Policies 12.6, 12.10, 12.8).

Measure: Change in the number of up-to-date local government energy preparedness plans.

Policy 12.1.5.1. Generators of electric and gas energy shall continue to maintain reserves of fossil fuel to be used in an energy crisis (DCA, PSC, EOG, SEC).

Policy 12.1.5.2. Generators of electric and gas energy shall make energy preparedness plans known to the public which include how citizens will be expected to help (DCA, PSC, EOG, SEC).

Policy 12.1.5.3. The region's interests in state and national development of rationing and allocation policies shall be represented (DCA, PSC, EOG, SEC, RPC).

12.2. Regional Issue/Cluster Title #49: Efficient Use of Energy

REGIONAL GOAL 12.2.1. Minimize per capita gasoline consumption by providing a transportation system, consisting of both public and private transportation systems, for the efficient movement of goods and passengers and provides for the convenient and efficient transfer between transportation modes (State Plan Policies 12.1, 12.3, 12.4, 12.6).

Measure: Change in the number of regional road network segments operating below the Level of Service standard.

SEE ALSO TRANSPORTATION Policies 20.1.1.1., 20.1.1.2., 20.1.1.3., 20.1.1.4., 20.1.1.7., 20.1.1.18., 20.1.3.1., 20.1.3.2., 20.1.4.1., 20.1.4.3., 20.1.4.4.

REGIONAL GOAL 12.2.2. Utilize all available conservation techniques and alternative energy sources in existing and future developments to insure that North Central Florida minimizes reliance on non-renewable energy resources (State Plan Policies 12.1, 12.2, 12.3, 12.4, 12.5, 12.6, 12.7, 12.8, 12.9, 12.10).

Measure: Change in statewide annual per capita energy consumption by type of fuel.

Policy 12.2.2.1. Maintain the Florida Energy Efficiency Code for Construction (DCA, RPC, LGV).

Policy 12.2.2.2. Energy efficient design practices shall be encouraged in new development by either using density bonuses or other incentives which encourage the use of energy conservation devices such as solar water and space heaters and heat pumps, and building design techniques such as energy efficient landscaping, passive solar designs, and solar orientation of buildings and subdivisions (DCA, RPC, LGV).

Policy 12.2.2.3. Developments undergoing DRI review shall be awarded density bonuses and other incentives to implement energy conservation designs such as the use of solar water and space heaters, heat pumps, energy efficient landscaping, passive solar designs, and solar orientation of buildings and subdivisions (DCA, RPC, LGV).

Policy 12.2.2.4. The use of landscape design and the utilization of passive and active solar energy design as energy conservation techniques shall be encouraged in all future development (DCA, RPC, LGV).

Policy 12.2.2.5. The use of solar water heaters in residential construction shall be encouraged (DCA, RPC, EOG, SEC, LGV).

Policy 12.2.2.6. The establishment of residential energy audit and conservation services within the region shall be encouraged (DCA, RPC, LGV, PSC).

Policy 12.2.2.7. Electrical consumption statistics shall be improved to provide county-level data (DCA, RPC, PSC).

Policy 12.2.2.8. Regulations requiring the posting of energy efficiency ratings on all household appliances offered for sale within the region shall be encouraged (DCA, PSC).

REGIONAL GOAL 12.2.3. Increase public education and awareness of energy related issues, trends, opportunities and information (State Plan Policies 12.2, 12.8, 12.7, 12.9, 12.10).

Measure: Change in statewide annual per capita energy consumption by type of fuel.

Policy 12.2.3.1. A fair, factual and comprehensive overview of energy-related issues and trends shall be provided to the public (DCA, PSC, CSB).

Policy 12.2.3.2. Media programs to educate the public on energy conservation, alternative energy sources and resource conservation shall be made available (DCA, PSC, EOG, SEC, CSB).

Policy 12.2.3.3. Technical information to aid public and private energy related decisions and investments shall be increased (DCA PSC, RPC, LGV, CSB).

Policy 12.2.3.4. Demonstrations of innovative energy conservation techniques and alternative energy technology projects shall be increased (DCA, PSC, RPC, LGV, CSB).

Policy 12.2.3.5. Identification, evaluation, and utilization of capital and energy conserving technologies shall be emphasized (DCA, RPC, LGV).

REGIONAL GOAL 12.2.4. Increase the role of electric utility companies in reducing per capita energy consumption (State Plan Policies 12.1, 12.2, 12.5, 12.6, 12.8, 12.7, 12.10).

Measure: Change in statewide annual per capita energy consumption by type of fuel.

Policy 12.2.4.1. Encourage electric utilities to develop alternative energy sources such as solar energy (PSC).

Policy 12.2.4.2. Expenditures shall be reduced for peak load generation capacity by encouraging the development of methods for reducing peak load demand (PSC).

Policy 12.2.4.3. Rate structures should give increased emphasis to the marginal costs of consumption as well as energy conservation measures implemented by consumers (PSC).

Policy 12.2.4.4. All utilities shall be encouraged to continue educational programs in energy conservation (PSC).

Policy 12.2.4.5. The conversion of all electrical power transformers to amorphous metal alloy transformers shall be encouraged (PSC).

Policy 12.2.4.6. Information shall be provided to commercial and residential energy users to assist them in employing life cycle cost analysis or similar techniques when evaluating equipment and appliance purchases (PSC).

Policy 12.2.4.7. Encourage the purchase of energy-efficient appliances by informing consumers about energy efficiency ratings and encouraging appliance dealers to stock and promote energy-efficient products (PSC).

Policy 12.2.4.8. The Weatherization Assistance Program administered by the Department of Community Affairs to assist in the weatherization of homes owned by low-income families should be maintained (DCA).

STATE GOAL 13: HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE

All solid waste, including hazardous waste, wastewater, and all hazardous materials, shall be properly managed, and the use of landfills shall be eventually eliminated.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Water Resources, Land Use, and Public Facilities for additional applicable regional goals and policies.

13.1. Regional Issue/Cluster Title: #50: Reduce Hazardous Waste and Materials

REGIONAL GOAL 13.1.1. Properly manage all hazardous waste within the region (State Plan Policies 13.2, 13.3, 13.4, 13.6, 13.10, 13.11).

Measure: Change in number of local governments with hazardous waste management programs.

Policy 13.1.1.1. A comprehensive waste management program shall be maintained (DCA, DER, EPA, RPC, LGV, DNR, WMD).

Policy 13.1.1.2. State and local governments shall be encouraged to adopt hazardous materials management regulations which address the use, storage, and transportation of hazardous materials (DCA, DER, EPA, RPC, LGV, DNR, WMD).

Policy 13.1.1.3. Landfills shall monitor incoming refuse to prevent hazardous waste from being improperly disposed (DCA, DER, RPC, LGV).

Policy 13.1.1.4. The feasibility of establishing a hazardous materials/waste emergency containment team which can respond to and properly contain any accidental hazardous materials/waste spill within the region shall be evaluated by the Council (DCA, DER, EPA, RPC, LGV).

Policy 13.1.1.5. Public awareness of hazardous waste classification, generation, and handling techniques shall be increased (DCA, DER, EPA, LGV).

Policy 13.1.1.6. Hazardous waste and materials should be disposed of within the regional planning district in which the waste is generated or the materials are used.

REGIONAL GOAL 13.1.2. Reduce the amount of improperly disposed domestic hazardous waste (State Plan Policy 13.10).

Measure: Change in number of local governments with hazardous waste management programs.

Policy 13.1.2.1. North central Florida residents shall be made aware through public education and information programs of the proper and improper methods for disposal of low volumes of hazardous waste (DCA, DER, EPA, LGV).

Policy 13.1.2.2. All north central Florida residents shall have the opportunity, to the extent possible, to conveniently and properly dispose of their hazardous wastes (DCA, DER, EPA, RPC, LGV).

Policy 13.1.2.3. An annual amnesty days program or permanent sites shall be established for the convenient and prompt collection of domestic hazardous wastes (DCA, RPC, LGV).

REGIONAL GOAL 13.1.3. Ensure the safe transportation of hazardous materials and wastes through the region (State Plan Policies 13.2, 13.4, 13.6, 13.11).

Measure: The number of hazardous waste spills involving hazardous waste haulers per year.

Policy 13.1.3.1. Hazardous waste haulers shall be encouraged to minimize accident risk during travel on the highways (DCA, DOT, EPA).

Policy 13.1.3.2. Hazardous material haulage vehicles and gasoline tankers shall be highly maintained and safety certified (DCA, DOT, EPA).

Policy 13.1.3.3. The awareness of transporters of hazardous materials and waste of the potential dangers of hauling materials through population centers and valuable environmental resources shall be increased (DCA, DOT, DER, EPA, RPC, LGV, DNR, WMD).

REGIONAL GOAL 13.1.4. Ensure that all generators of hazardous waste within the region have the opportunity for safe disposal of their waste (State Plan Policy 13.2).

Measure: The number of collection/transfer sites in the region developed for households, small businesses, and other low volume generators per year.

Policy 13.1.4.1. A network of hazardous waste collection/transfer facilities with convenient access by households, small businesses, and other SQG's shall be established (DCA, EPA, RPC, LGV).

Policy 13.1.4.2. Where feasible, hazardous waste treatment facilities shall be established within the region to treat all hazardous wastes generated within the region (DCA, DER, EPA, RPC, LGV).

REGIONAL GOAL 13.1.5. Protect the soils, surfacewaters, and groundwaters from pollution from hazardous wastes (State Plan Policies 13.3, 13.5, 13.6, 13.11).

Measure: The annual number of on-site Small Quantity Generators of hazardous wastes inspections.

Measure: The number of pounds of toxic chemicals released into the environment each year as reported under Section 313 of the Emergency Planning and Community Right to Know Act of 1986.

Policy 13.1.5.1. Any solid waste landfill, hazardous waste treatment, storage, transfer, and collection site, as well as facilities storing or utilizing significant amounts of radioactive materials located within high percolation rate recharge areas, stream-to-sink watersheds, the Suwannee-Santa Fe river system, wetlands, regionally significant natural areas, coastal high hazard areas, the coastal marsh, estuaries, and coastal freshwater wetlands shall be permitted only upon assurances that the potential for significant adverse impacts to the environment are minimized (DCA, DER, RPC, LGV).

Policy 13.1.5.2. An inventory of abandoned disposal sites in the region shall be conducted with the cooperation of local governments (DCA, DER, RPC, LGV, WMD).

Policy 13.1.5.3. All hazardous waste dump sites within the region shall be identified, monitored, and scheduled for clean up (DCA, DER, EPA, RPC, LGV).

Policy 13.1.5.4. The use of pesticides, herbicides, and fertilizers shall not cause significant environmental damage.

REGIONAL GOAL 13.1.6. Prevent groundwater and surfacewater contamination from underground storage tanks (State plan Policies 13.2, 13.3, 13.4, 13.5, 13.6, 13.11).

Measure: The number of local governments requiring leakage detection devices, liners, and annual pressure leak checks for all underground storage tanks.

Policy 13.1.6.1. State and local regulations which require leakage detection devices, liners, and annual pressure leak checks for all underground storage tanks shall be developed (DCA, DER, LGV).

Policy 13.1.6.2. All leaking or abandoned underground storage tanks shall either be removed, filled with an appropriate inert substance, or repaired (DCA, DER, LGV).

Policy 13.1.6.3. All underground storage tanks shall be identified and listed in a computerized data base (DCA, DER, RPC, WMD).

Policy 13.1.6.4. Underground storage tanks shall not be located near private and public water supplies.

REGIONAL GOAL 13.1.7. Use technologies which reduce the generation of hazardous waste (State Plan Policies 13.2, 13.6).

Measure: Change in the annual amount of waste recycled.

Measure: Annual change in the number of small and large quantity generators of hazardous waste.

Policy 13.1.7.1. Large and small quantity generators shall be required to reduce waste by on-site treatment, waste recycling, change in production methods, and substitution of raw materials (DCA, DER, EPA, RPC, LGV).

13.2. Regional Issue/Cluster Title #51: Wastewater and Solid Waste Treatment and Disposal

REGIONAL GOAL 13.2.1. Ensure that nonhazardous solid waste is properly managed (State Plan Policy 13.9).

Measure: Change in the number of landfills constructed in accordance with State landfill construction regulations.

Policy 13.2.1.1. Solid waste landfills, hazardous waste treatment, storage, transfer, and collection sites, and facilities storing or utilizing significant amounts of radioactive materials shall not be located near a private or public water supply (DCA, DER, HRS, RPC, WMD, LGV).

Policy 13.2.1.2. All future landfills shall, at a minimum, be constructed in accordance with State landfill construction regulations (DCA, DER).

REGIONAL GOAL 13.2.2. Reduce the region's dependence on landfills as a means of disposing of nonhazardous solid waste (State Plan Policies 13.1, 13.7, 13.8).

Measure: Change in the annual amount of per capita nonhazardous solid waste disposed in solid waste landfills.

Policy 13.2.2.1. A regional solid waste management plan shall be prepared which addresses all possible alternatives and solutions to the proper management of solid wastes (DCA, DER, RPC, WMD).

Policy 13.2.2.2. Public awareness and public education programs should be implemented to inform the region's residents of the need and methods of recycling household refuse (DCA, DER, EPA, LGV).

Policy 13.2.2.3. Reduction, reuse, recycling, and composting shall be encouraged prior to energy recovery from wastes and landfills (DCA, DER, RPC, WMD, LGV).

Policy 13.2.2.4. A minimum deposit should be required on all beverage containers (LEG).

Policy 13.2.2.5. Source separation of nonhazardous solid waste shall be encouraged as a method of recycling non-renewable natural resources to reduce reliance upon solid waste landfills (DCA, DER, RPC, LGV).

Policy 13.2.2.6. The feasibility of establishing recycling centers to recycle solid waste shall be investigated (DCA, DER, RPC, LGV).

Policy 13.2.2.7. Recycling programs shall be established by a partnership of local governments, waste collectors, and waste utilization enterprises (DCA, DER, RPC, LGV).

Policy 13.2.2.8. The development of new methods of resource recovery shall be encouraged (DCA, DER, RPC, LGV).

Policy 13.2.2.9. The construction of waste to energy refuse derived fuel burning facilities shall be considered as a method of reducing reliance upon non-renewable energy resources (DCA, DER, RPC, LGV).

Policy 13.2.2.10. The use of non-disposable and other methods to minimize waste generation rates shall be encouraged (DCA, DER, RPC, LGV).

REGIONAL GOAL 13.2.3. Ensure that any future waste to energy mass burning facilities minimize potential threats the environment as well as public health risks (State Plan Policies 13.1, 13.7, 13.8).

Measure: Change in the number of waste to energy mass burning facilities located within the region.

Policy 13.2.3.1. Waste to energy mass burning and refuse derived fuel burning facilities shall be avoided within high percolation rate recharge areas, stream-to-sink watersheds, the Suwannee River Corridor, wetlands, regionally significant natural areas, coastal marsh, estuaries, or coastal freshwater wetlands (DCA, RPC, LGV).

Policy 13.2.3.2. Waste to energy mass burning facilities shall avoid locations within or in close proximity to designated urban development areas or prime agricultural lands (DCA, RPC, LGV).

Policy 13.2.3.3. All waste to energy mass burning facilities shall be constructed and operated so as to minimize dioxin emissions (DER, EPA, DCA, RPC).

REGIONAL GOAL 13.2.4. Encourage the development and implementation of recycling programs to reduce the amount of materials disposed of in nonhazardous solid waste landfills (State Plan Policies 13.1, 13.7,).

Measure: Change in the annual amount of recyclable material recovered in the region.

Policy 13.2.4.1. Local government comprehensive plans and implementation regulations shall require source separation of nonhazardous solid waste including but not limited to newspaper, aluminum, steel, and clear glass by all generators commercial and domestic nonhazardous solid waste (DCA, RPC LGV).

Policy 13.2.4.2. Development of new methods of resource recovery which appear to have substantial benefits should be encouraged (DCA, LGV).

SEE ALSO HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policies 13.2.2.5., 13.2.2.8., 13.2.2.9.

REGIONAL GOAL 13.2.5. Encourage the development and implementation of alternative methods of wastewater treatment and disposal that are environmentally sound (State Plan Policy 13.9).

Measure: Change in the number of local government comprehensive plans which have adequately addressed this goal.

Policy 13.2.5.1. Secondary wastewater treatment shall be the minimum treatment level required of all wastewaters generated in designated urban development areas (DCA, DER, RPC, LGV).

Policy 13.2.5.2. Tertiary and advanced wastewater treatment shall be encouraged in environmentally sensitive areas (DCA, DNR, DER, WMD, RPC, LGV).

Policy 13.2.5.3. Package wastewater treatment plants shall be limited for use by urban development located within designated urban development areas. Package wastewater treatment plants may be used outside of designated urban development areas for special use facilities such as rest stops, parks, and resource-based recreation uses (DCA, DER, RPC, WMD, LGV).

Policy 13.2.5.4. Within designated urban development areas, package wastewater treatment plants shall be permitted only as a temporary treatment facility and only where plans exist to replace the temporary facility with centralized wastewater treatment facilities within a 5-year capital improvements program. The developer of such temporary package treatment plants should be required to enter into a legally binding agreement which dedicates and assigns responsibility for the proper maintenance and operation of the plant to local government. Such agreement shall provide adequate compensation by the developer to the local government for the proper operation and maintenance of the plant (DCA, DER, RPC, WMD, LGV).

Policy 13.2.5.5. Water reuse of treated effluent for irrigation purposes shall be practiced by municipal and private wastewater facilities where feasible (DCA, DER, RPC, LGV).

Policy 13.2.5.6. Water hyacinth or other vegetation based secondary and tertiary wastewater treatment plants shall be investigated and implemented where feasible (DCA, DER, RPC, LGV).

Policy 13.2.5.7. The use of deep well injection techniques for the discharge of surfacewater or other wastewater shall be limited to methods which prevent inadequately treated waters from reaching either the Floridan, secondary, or surficial aquifers (DER, WMD, RPC, LGV).

Policy 13.2.5.8. The extension of water and sewer services seaward of the Coastal Construction Control Line outside of designated urban development areas shall be avoided (DCA, RPC, LGV).

Policy 13.2.5.9. The extension of water and sewer services seaward of the coastal marsh outside of designated urban development areas shall be avoided (DCA, RPC, LGV).

Policy 13.2.5.10. The extension of water and sewer services seaward of the coastal marsh outside of designated urban development areas shall be avoided (DCA, RPC, LGV).

SEE ALSO PUBLIC FACILITIES Policy 18.2.1.8.

REGIONAL GOAL 13.2.6. Ensure that wastewater and wastewater treatment byproducts do not pollute the region's groundwater or surfacewaters (State Plan Policy 13.7, 13.9).

Measure: Annual change in the number of designated urban development areas with centralized wastewater treatment systems providing at least secondary wastewater treatment.

Policy 13.2.6.1. Septic tanks shall be discouraged in those locations where soils are unsuitable, densities of dwellings are high, and in areas with high water tables (DCA, DER, HRS, RPC, LGV, WMD).

Policy 13.2.6.2. Wastewater treatment plants shall not significantly degrade existing ambient water quality levels to those water bodies receiving wastewater treatment plant discharge (DER).

Policy 13.2.6.3. Regular maintenance of septic tanks shall be encouraged to prevent improper functioning (DCA, DER, HRS, LGV, WMD).

Policy 13.2.6.4. The placement of septic tank systems and package wastewater treatment plants shall be limited to places which will not pollute the groundwater (DNR, DER, HRS, RPC, WMD, LGV).

Policy 13.2.6.5. All septic tank systems shall be placed a sufficient distance from rivers, wetlands, springs, spring runs, lakes, and other water bodies to prevent improperly treated sewage from reaching surface waters (DER, HRS, RPC, WMD, LGV).

Standard: At least seventy-five feet from the commonly recognized feature's edge.

Policy 13.2.6.6. Septic tanks and package wastewater treatment plants which are not operating properly shall be upgraded (DER, HRS, RPC, WMD, LGV).

Policy 13.2.6.7. All sewage treatment ponds shall be sealed to prevent sewage infiltration of the water-table aquifer and pollution of surfacewaters (DER).

SEE ALSO REGIONAL PLAN POLICIES 16.2.2.39., 16.2.2.40.

REGIONAL GOAL 13.2.7. Minimize wastewater treatment needs by minimizing per capita water consumption (State Plan Policies 13.7, 13.9).

Measure: Annual change in the number of local government plans which adequately addressed this goal.

SEE ALSO WATER RESOURCES Policies 8.1.11.8., 8.1.11.9., 8.1.11.13., 8.1.11.14.

STATE GOAL 14: MINING

Florida shall protect its air, land and water resources from the adverse effects of resource extraction and ensure that the disturbed areas are reclaimed or restored to beneficial use as soon as reasonably possible.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Air Quality, Energy, and Land Use, for additional applicable regional goals and policies.

14.1. Regional Issue/Policy Cluster #52: Reclamation of Mined Areas

REGIONAL GOAL 14.1.1. All mined areas in the region shall be reclaimed (State Plan Policies 14.1, 14.2, 14.3, 14.4, 14.5, 14.9).

Measure: Change in the annual number of acres of reclaimed mining lands.

Policy 14.1.1.1. Reclamation standards shall be adhered to and reclamation shall be timely (DER, DNR, ACE).

Policy 14.1.1.2. Phosphate mining firms and owners of unreclaimed lands which were mined prior to July 1, 1975 and which have not been reclaimed shall be encouraged to submit reclamation plans which meet state eligibility requirements for the "Nonmandatory Lands Trust Fund" (DCA, DNR, DER).

Policy 14.1.1.3. Mine operators of the region shall be required to provide evidence that they are financially able to reclaim the site (DCA, DNR, DER).

Policy 14.1.1.4. State-mandated reclamation should be expanded to all types of mining activities (DCA, DNR, DER).

Policy 14.1.1.5. Where necessary, mine operators shall be required to insure that reclamation will be paid for (LGV).

REGIONAL GOAL 14.1.2. Provide a proper balance of economic activities, recreation, and habitat preservation on reclaimed lands (State Plan Policies 14.1, 14.2, 14.3, 14.4, 14.5, 14.6, 14.7, 14.8, 14.9).

Measure: Change in the number of acres by land use type within reclaimed mining lands.

Policy 14.1.2.1. Consideration shall be given to the potential for economic re-use of reclaimed lands (DCA, DNR, DER, ACE, RPC, LGV).

Policy 14.1.2.2. Consideration shall be given to the recreational use of reclaimed lakes (DCA, DNR, DER, ACE, RPC, LGV).

Policy 14.1.2.3. Reclamation plans shall not conflict with local government comprehensive plans or the comprehensive regional policy plan (DCA, DNR, DER, ACE, RPC, LGV).

REGIONAL GOAL 14.1.3. Reclaimed natural ecosystems shall have biological diversity, replicate trends characteristic of comparable natural ecosystems, restore or enhance water quality, quantity, and habitat functions, and groundwater recharge, hydroperiod maintenance, and similar hydrologic functions (State Plan Policies 14.1, 14.2, 14.3, 14.4, 14.5, 14.6, 14.7, 14.8, 14.9).

Measure: The number of reclamation plans which adequately address this goal by the year 1991.

Policy 14.1.3.1. Land and water resources affected by mining activities shall be reclaimed to a functional condition as soon as possible (DCA) (DCA, DER, DNR, EPA ACE).

Policy 14.1.3.2. Reclaimed lands shall duplicate as closely as possible the water quality and hydroperiod of the original landscape (DCA, DNR, DER, ACE).

Policy 14.1.3.3. All stream systems disturbed by mining shall be reclaimed to approximate their original discharge characteristics including peak discharge and minimum flow (DCA, DNR, DER, ACE).

Policy 14.1.3.4. Landforms shall be designed to approximate premining hydrologic systems to provide aquifer recharge, ensure the quality of water entering the groundwater system, protect against stormwater runoff, and re-establish surface water outflow within historic peak flow-minimum flow for downstream protection (DCA, DNR, DER, ACE, WMD).

Policy 14.1.3.5. Every effort shall be made to create on reclaimed lands biological communities similar to those present in natural systems (DCA, DNR, DER, ACE).

Policy 14.1.3.6. Devegetated areas shall be revegetated with native species after reclamation (DCA, DNR, DER, ACE).

Policy 14.1.3.7. Open water pits shall, where appropriate, be reclaimed to insure development of littoral zones for fish and wildlife habitat (DCA, DNR, DER, ACE).

Policy 14.1.3.8. Peat mines shall be restored to productive freshwater marsh and lake habitats (DCA, DNR, DER, ACE).

14.2. Regional Issue/Policy Cluster: #53: Mining Regulation

REGIONAL GOAL 14.2.1. Develop a comprehensive approach to regulating resource extraction (State Plan Policies 14.1, 14.2, 14.3, 14.4, 14.5, 14.6, 14.7, 14.8, 14.9).

Measure: The creation of a coordinated process of mining regulation by the year 1991.

Policy 14.2.1.1. A coordinated process of regulating mining activities involving local governments as well as the Regional Planning Council which includes permitting, inspection, and reclamation should be developed (DCA, DNR, DER, ACE, RPC, WMD, LGV).

Policy 14.2.1.2. A comprehensive regulatory process shall be developed wherein the requirements of the various political entities are coordinated in subject matter, policy, and review (DCA, DNR, DER, ACE, RPC, WMD, LGV).

Policy 14.2.1.3. A comprehensive regulation and reclamation program shall be developed that addresses all mining activities (DCA, DNR, DER, ACE, RPC, WMD, LGV).

SEE ALSO MINING Goal 14.1.1. and Policies 14.1.1.1., 14.1.1.2., 14.1.1.3., 14.1.1.4.

14.3. Regional Issue/Policy Cluster #54: Environmental Protection

REGIONAL GOAL 14.3.1. Lands containing irreplaceable resources of great value shall not be mined (State Plan Policies 14.1, 14.5, 14.6, 14.9).

Measure: Change in the annual number of acres of lands mined within regionally significant natural areas.

Policy 14.3.1.1. Mining shall be avoided within government-owned lands designated as parks, preserves wildlife refuges, forests, recreational areas, and other government-owned areas similarly-designated for conservation and recreation purposes (DCA, DNR, DER, EPA, DOI, HSMV, DOT, ACE, RPC, LGV).

Policy 14.3.1.2. Mining shall be avoided in the coastal marsh, estuaries, and coastal freshwater wetlands (DCA, DNR, DER, WMD, LGV).

Policy 14.3.1.3. Mining shall not be allowed within 500 feet of the Suwannee Santa Fe river system, upstream .5 mile of any second-order tributary of the Suwannee-Santa Fe river system, within 500 feet of any 1st, 2nd, or 3rd magnitude spring or any regionally significant sinkhole (DCA, DNR, DER, ACE).

Policy 14.3.1.4. Any activity or proposed activity affecting any of the region's hardwood or cypress/gum swamps shall be permitted only upon assurances that significant impacts to values identified for that particular resource are mitigated. However, silviculture activities may be permitted subject to Best Management Practices (DCA, DNR, DER, ACE, GFWFC, RPC, LGV).

Policy 14.3.1.5. Mining shall be avoided within regionally significant rivers and streams, including the streamside setbacks (DCA, DNR, DER, ACE).

REGIONAL GOAL 14.3.2. Protect representative samples of original Florida habitat from mining operations (State Plan Policies 14.1, 14.5, 14.6, 14.9).

Measure: Change in the annual number of acres of lands mined within regionally significant natural areas.

Policy 14.3.2.1. Mining shall be guided away from areas where endangered species are known to exist (DCA, DNR, DER, ACE, GFWF).

Policy 14.3.2.2. Mining shall be guided away from all identified regionally significant natural areas (DCA, DNR, DER, ACE, RPC, LGV).

REGIONAL GOAL 14.3.3. Water quality, both surface and groundwater, shall be protected during any mining operation (State Plan Policies 14.1, 14.2, 14.3, 14.4, 14.5, 14.6, 14.8, 14.9).

Measure: Change in the amount of significant degradation of the ambient water quality of the Floridan aquifer or any Outstanding Florida Water through the year 2010.

Measure: Change in DER-prescribed water quality for surfacewater and groundwaters adjacent or near mining sites through the year 2010.

Policy 14.3.3.1. Mining shall not significantly degrade the water quality of the Floridan aquifer or any water body of the region designated as an Outstanding Florida Water (DER, DNR, EPA, ACE, RPC, LGV).

Policy 14.3.3.2. Mining operations shall not affect existing users of ground or surfacewater adjacent to the mine site (DCA, DNR, DER, EPA, ACE, RPC, LGV).

Policy 14.3.3.3. Adverse impacts of waste disposal associated with resource extraction shall be reduced (DCA, DER, EPA).

SEE ALSO MINING Policies 14.3.1.2., 14.3.1.3., 14.3.1.5.

REGIONAL GOAL 14.3.4. Setbacks shall be provided from mining operations for public safety and as a visual buffer (State Plan Policies 14.1, 14.4, 14.6, 14.7, 14.9).

Measure: The development of state regulations requiring mining setbacks from the regional road network and adjacent properties by the year 1991.

Policy 14.3.4.1. Mines shall provide a setback adjacent to the regional road network to prevent the undermining of the roadway and to serve as a visual buffer (DCA, DNR, DER, DOT, ACE, RPC, LGV).

Policy 14.3.4.2. Mines shall provide a setback from abutting property owners to provide a scenic buffer and to prevent the undermining and erosion of adjacent lands (DCA, DNR, DER, DOT, ACE, RPC, LGV).

14.4. Regional Issue/Policy Cluster # 55: Environmental Health Care Protection

REGIONAL GOAL 14.4.1. Protect citizens from any adverse health effects associated with mining (State Plan Policies 14.1, 14.2, 14.3, 14.4, 14.5, 14.6, 14.7, 14.8, 14.9).

Measure: The development of state regulations to protect the public from the health effects of radiological or other adverse impacts associated with mining by the year 1991.

Policy 14.4.1.1. Prevent adverse human health effects from radiological or other adverse impacts associated with resource extraction (DCA, DNR, EPA, HHS).

Policy 14.4.1.2. All areas of high radon gas emissions shall be identified and mapped (EPA, DCA, DER, HRS, RPC, LGV).

Policy 14.4.1.3. Where areas have been identified by health authorities as posing health hazards due to the occurrence of radon gas, actual notice shall be given to all affected parties and notice shall be required on all building permits issued in health hazard areas (LGV).

Policy 14.4.1.4. Where areas have been identified by health authorities as posing health hazards due to the occurrence of radon gas, building standards shall be adopted which minimize the exposure of individuals to radon gas (EPA, DCA, RPC, LGV).

Policy 14.4.1.5. Radon gas detection services to residences shall be provided upon request to residences of the region (DCA, EPA, LGV).

Policy 14.4.1.6. The designation of reclaimed land areas on subdivision plats for all subdivisions on reclaimed lands shall be required (DCA, DNR, RPC, LGV).

Policy 14.4.1.7. Improve reclamation and waste utilization technology in order to minimize the environmental impacts of mineral extraction and processing (DCA, DNR, DER, EPA).

Policy 14.4.1.8. Develop a comprehensive monitoring program to detect degradation of water resources associated with mining operations and waste disposal so that sources of pollution can be quickly abated (DCA, DNR, DER, EPA WMD).

Policy 14.4.1.9. An intergovernmental procedure to control mining impacts, especially those associated with waste disposal should be established (DCA, DNR, DER, EPA, ACE, RPC, WMD, LGV).

STATE GOAL 15: PROPERTY RIGHTS

Florida shall protect private property rights and recognize the existence of legitimate and often competing public and private interests in land use regulations and other government action.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Land Use for additional applicable regional goals and policies.

15.1. Regional Issue/Policy Cluster Title #56: Protecting Property Rights

REGIONAL GOAL 15.1.1. Assure all constitutional guarantees associated with the protection of private property rights (State Plan Policies 15.1, 15.2, 15.3).

Measure: Annual change in the number of local ordinances and regulations which are deemed unconstitutional.

Policy 15.1.1.1. All people shall be treated by government according to the laws established to regulate given situations (DCA, DLA, LGV).

Policy 15.1.1.2. Government shall be reasonable in its exercise of powers (DCA, DLA, LGV).

Policy 15.1.1.3. All government policies, laws, ordinances, and regulations must have a reasonable relation to a stated objective (DCA, DLA, LGV).

Policy 15.1.1.4. Government regulations shall not violate specific constitutional guarantees such as the right to travel, equal protection, or the taking of property without compensation (DCA, DLA, LGV).

Policy 15.1.1.5. Government shall not seek to control something beyond its power or in a way that is unfair, arbitrary or capricious, lacking in standards, or lacking a statement of reasons (DCA, DLA, LGV).

Policy 15.1.1.6. Government regulations shall not be used to promote purely private objectives, to primarily enhance government assets, or to promote exclusionary objectives (DCA, DLA, LGV).

Policy 15.1.1.7. Government may differentiate property into distinct groups but such differentiations shall have a reasonable basis and shall give similar treatment to individuals within each group (DCA, DLA, LGV).

Policy 15.1.1.8. Government may create different categories and treat each category differently so long as there is a reasonable basis for the classification (DCA, DLA, LGV).

Policy 15.1.1.9. Government classifications shall be limited to permissible state objectives (DCA, DLA, LGV).

Policy 15.1.1.10. Government classifications shall be rationally related to permissible state objectives (DCA, DLA, LGV).

Policy 15.1.1.11. Government classifications shall not be applied in a discriminatory manner through its administration and practice (DCA, DLA, LGV).

REGIONAL GOAL 15.1.2. Ensure that government regulations do not result in the taking of property without just compensation (State Plan Policies 15.1, 15.2, 15.3).

Measure: Annual change in the number of local ordinances and regulations which are deemed to be so restrictive as to constitute a taking of private property without just compensation.

Policy 15.1.2.1. Lands for public use should be acquired in cases where regulation will prevent any and all reasonable use of real property (DCA, DLA, LGV).

Policy 15.1.2.2. The physical invasion of private property by a government entity shall constitute a taking (DCA, DLA, LGV).

Policy 15.1.2.3. Other takings shall be based upon a multi-factor inquiry into the economic impact of the regulation, the extent to which it interferes with investment-backed expectations, and the character of the government action (DCA, DLA, LGV).

Policy 15.1.2.4. Changes in land use or zoning classifications shall not, by themselves, constitute a taking (DCA, DLA, LGV).

Policy 15.1.2.5. Just compensation, or other appropriate relief as provided by law, should be provided to a landowner for any governmental action that is determined to be an unreasonable exercise of the state's police power so as to constitute a taking (DCA, DLA, LGV).

Policy 15.1.2.6. Just compensation or other relief should be determined by judicial or administrative proceedings (DCA, DLA, LGV).

Policy 15.1.2.7. When such local regulation that may be judicially deemed a taking occurs as a result of a state mandate, relief should be afforded the local government in either a more flexible approach to fulfilling the mandate, release from the mandate, or fiscal resources to perform the mandate (DCA, DLA, LGV).

REGIONAL GOAL 15.1.3. Assure that government regulations do not deny any and all rights vested in private property (State Plan Policies 15.1, 15.2, 15.3).

Measure: Annual change in the number of local ordinances and regulations which are deemed to deny vested rights.

Policy 15.1.3.1. A vested right which takes precedence over the existence of a governmental act shall be considered to exist when all of the following tests are met: (1) the property owner has acted in "good faith" that is, without knowledge that new or changed regulations might affect his development expectations; (2) the property owner, in reliance on governmental action such as the issuance of a building permit, spent substantial amount of money pursuing the approved development concept; and (3) the rights vested were so substantial that it would be fundamentally unfair to allow government to eliminate those rights (DCA, DLA, LGV).

Policy 15.1.3.2. A vested right shall not exist due to a government classification such as a land use planning category or zoning district (DCA, DLA, LGV).

Policy 15.1.3.3. If a property owner obtains a variance in face of pending changes in regulations and judicial challenge of approval and constructs, then the property owner shall not have a vested right due to uncertain status of variance (DCA, DLA, LGV).

Policy 15.1.3.4. An expenditure of funds on architectural and engineering fees shall not constitute a vested right (DCA, DLA, LGV).

Policy 15.1.3.5. The preliminary approval of a subdivision shall not cause a vested right (DCA, DLA, LGV).

REGIONAL GOAL 15.1.4. Assure all Constitutional guarantees associated with the protection of private property rights in the management of growth (State Plan Policies 15.1, 15.2, 15.3).

Measure: Change in the number of local ordinances and regulations which are deemed unconstitutional through the year 2010.

Policy 15.1.4.1. Growth management methods shall rationally promote the public welfare without placing unnecessary and unreasonable burdens upon individuals (DCA, DLA, LGV).

Policy 15.1.4.2. There shall be a reasonable relationship between a stated goal and the means used to achieve that goal (DCA, DLA, LGV).

Policy 15.1.4.3. Government shall not be required to provide urban services or meet urban level or service standards outside of designated urban areas (DCA, DLA, LGV).

Policy 15.1.4.4. Government shall not be held liable for failure to provide urban services and facilities outside of designated urban development areas as indicated in the Comprehensive Regional Policy Plan and local government comprehensive plans (DCA, DLA, LGV).

Policy 15.1.4.5. Planning at all levels of government should be coordinated to ensure the compatibility of development objectives (DCA, DLA, LGV).

Policy 15.1.4.6. Local government comprehensive plan implementation mechanisms, such as zoning ordinances, shall be limited to purposes and policies expressed in the local government comprehensive plan (DCA, DLA, LGV).

Policy 15.1.4.7. Subdivision regulations shall be reasonably related to zoning ordinances, comprehensive plans, and local government policies for the extension of utilities or pavement of streets, and health regulations (DCA, DLA, LGV).

Policy 15.1.4.8. Subdivision regulations shall allow for the dedication of land for public purposes (DCA, DLA, LGV).

REGIONAL GOAL 15.1.5. Ensure an appeals procedure for the resolution of disputes regarding public property rights (State Plan Policies 15.1, 15.2, 15.3).

Measure: Change in the number of courts available to all parties within the region through the year 2010.

Policy 15.1.5.1. Government shall ensure that all parties to a dispute have a reasonable chance to present their views before an impartial, reasonable, and convenient tribunal (DCA, DLA, LGV).

Policy 15.1.5.2. All parties shall have a right to a speedy trial (DCA, DLA, LGV).

Policy 15.1.5.3. Court review should be available when a governing body wishes to stop a violation (DCA, DLA, LGV).

Policy 15.1.5.4. Court review to enforce a regulation or to challenge an interpretation, application, and the reasonableness and constitutionality of a regulation or law should be made available to a property owner whose use or property value is affected by a violation of a government regulation or law, to a property owner who has been denied relief, and to a neighbor who is affected by the granting of relief (DCA, DLA, LGV).

Policy 15.1.5.5. A property owner shall not claim a taking until after he has exhausted his administrative appeals (DCA, DLA, LGV).

Policy 15.1.5.6. A property owner shall be limited to injunctive relief in cases where a government regulation is deemed unconstitutional and not deemed a taking (DCA, DLA, LGV).

Policy 15.1.5.7. Administrative appeals procedures shall take no longer than 180 days to complete.

Policy 15.1.5.8. Legislative acts of government shall be given the presumption of validity unless proof is given to the contrary (DCA, DLA, LGV).

Policy 15.1.5.9. The public interest shall be preserved through the variance process (DCA, DLA, LGV).

Policy 15.1.5.10. All granted variances shall be in harmony with the intent of the local government comprehensive plan (DCA, DLA, LGV).

Policy 15.1.5.11. Variances shall be granted only when practical difficulties or unnecessary hardship applies in carrying out the strict letter of the ordinance (DCA, DLA, LGV).

Policy 15.1.5.12. "Use Variances" shall be prohibited (DCA, DLA, LGV).

Policy 15.1.5.13. Hardships shall not be considered to occur as a result of the applicant's actions (DCA, DLA, LGV).

Policy 15.1.5.14. The expansion of nonconforming uses shall be limited through the variance procedure (DCA, DLA, LGV).

STATE GOAL 16: LAND USE

In recognition of the importance of preserving the natural resources and enhancing the quality of life in the state, development shall be directed to those areas which have in place, or have agreements to provide, the land and water resources, fiscal abilities, and the service capacity to accommodate growth in an environmentally acceptable manner.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Housing, Public Safety, Water Resources, Coastal and Marine Resources, Natural Systems and Recreational Lands, Hazardous and Nonhazardous Materials and Waste, Downtown Revitalization, Public Facilities, Transportation, Intergovernmental Coordination, The Economy, Employment, Agriculture, and Tourism for additional applicable regional goals and policies. Please see Water Resources, Regional Goal 8.3.2., for Suwannee River Corridor policies.

16.1. Regional Issue/Cluster Title #57: Balanced and Planned Development

REGIONAL GOAL 16.1.1. Ensure that land use decisions adequately provide for the needs of the region's existing and future populations while maintaining or improving the quality of life (State Plan Policies 16.1, 16.3, 16.4, 16.5).

Measure: Annual change in the ratio of maximum allowable residential parcels permitted by local government comprehensive plans and the projected need for additional developed parcels by the plan horizon year.

Measure: Annual change in the ratio of maximum allowable square feet of building floor area of commercial and industrial land uses permitted by local government comprehensive plans and the projected need for the additional square footage by the plan horizon year.

Measure: Annual change in the ratios of maximum allowable residential parcels and maximum allowable square feet of building floor area of commercial and industrial land uses permitted by local government comprehensive plans in designated urban areas compared to rural areas.

Policy 16.1.1.1. Population growth occurring in the region shall be directed to designated urban development areas (DCA, RPC, LGV).

Policy 16.1.1.2. A system of incentives and disincentives should be developed which encourages a separation of urban and rural land uses (DCA, RPC, LGV).

Policy 16.1.1.3. Areas designated for future rural activity shall maintain their rural character by limiting development activity to those uses whose intensities are characteristic of and compatible with rural areas (DCA, RPC, LGV).

Policy 16.1.1.4. Identify land areas and appropriate levels of intensity of use within and immediately adjacent to designated urban development areas to accommodate the planned population growth (DCA, RPC, LGV).

Policy 16.1.1.5. Areas which are to remain in rural use shall be identified (RPC, LGV, DACS, SCS).

Policy 16.1.1.6. Redevelopment of existing urbanized areas shall be encouraged (DCA, RPC, LGV).

Policy 16.1.1.7. An attractive and functional mix of living, working, shopping, and recreation activities which enhance the livability and character of designated urban development areas should be encouraged (DCA, GFWFC, DNR, RPC, LGV).

Policy 16.1.1.8. Differing thresholds for Developments of Regional Impact shall be developed based upon the urban area classification system and regionally significant natural area designation (DCA, RPC, LGV).

Policy 16.1.1.9. The timing and amount of population growth and development activity projected to occur in urban and rural areas of the region shall be modified by government through the planning process as necessary to minimize environmental damage and to maintain the level of service of available public facilities (DCA, GFWFC, DNR, DER, DOC, DOT, RPC, LGV).

Policy 16.1.1.10. Future urban development shall be directed to designated urban development areas which have the capacity to accept growth in an environmentally acceptable manner (DCA, RPC, LGV).

Policy 16.1.1.11. Land areas and appropriate levels of development intensity shall be identified within and adjacent to designated urban development areas for planned population growth and urban development of sufficient size through the respective plan horizon year (DCA, RPC, LGV).

Policy 16.1.1.12. Appropriate amounts and mixes of land use types shall be allocated sufficient to meet the needs of the existing and planned future populations (DCA, RPC, LGV).

Policy 16.1.1.13. Local government comprehensive plans should not designate so large an amount of acreage for commercial or industrial land uses beyond what can reasonably be expected to develop in these areas (DCA, RPC, LGV).

Policy 16.1.1.14. The siting and construction of Locally Unpopular Land Uses (LULU's) shall not be prohibited by any local government (DCA, RPC, LGV).

Policy 16.1.1.15. A system of intergovernmental negotiation for the siting of Locally Unpopular Land Uses (LULU's) shall be established which considers the area of population served, the impact on land development patterns or important natural resources and the cost-effectiveness of service delivery (DCA, COR, DER, GFWFC, HRS, RPC, LGV).

Policy 16.1.1.16. Economically viable agriculture and commercial forest lands shall be encouraged to remain in agriculture and silvicultural use (RPC, LGV, DACS, SCS).

Policy 16.1.1.17. Areas which are intended to remain in rural use shall be identified in local government comprehensive plans (DCA, RPC, LGV).

Policy 16.1.1.18. Urban development when proposed near agricultural or forested areas, or other regionally significant natural areas shall be planned and coordinated to avoid adverse impacts upon existing land uses (DCA, DACS, DER, DNR, GFWFC, RPC, LGV).

Policy 16.1.1.19. Local governments should receive assistance in establishing comprehensive impact-review procedures for the evaluation of the effects of significant development activities within their jurisdictions (DCA, DER, GFWFC, DOT, RPC, WMD, CSB, LGV).

Policy 16.1.1.20. Land use decisions near airports shall take into consideration noise contours of landing and departing aircraft (DCA, DOT, RPC, LGV).

Policy 16.1.1.21. Development near airports shall be limited in height and other aspects so as not to interfere with landing and departing aircraft.

Policy 16.1.1.22. Land uses at interstate highway interchanges shall be limited to highway-oriented establishments (DCA, RPC, LGV).

Policy 16.1.1.23. Local government comprehensive plans shall be coordinated so as to prevent incompatible land uses near county boundaries (DCA, RPC, LGV).

REGIONAL GOAL 16.1.2. Ensure long-term economic stability through local government planning for economic development (State Plan Policies 21.3, 21.5, 21.6, 21.12).

Measure: The number of local governments which have established service standards for public facilities and services by the year 1991.

Measure: Annual change in the ratio of maximum allowable square feet of building floor area of commercial and industrial land uses permitted by local government comprehensive plans and the projected need for the additional square footage by the plan horizon year.

Policy 16.1.2.1. Future industrial, office, and commercial development shall be located in designated urban development areas. However, such development which is either resource based or a threat to public safety such as ammunition manufacturers and bottled water manufacturers may be located outside of designated urban development areas (RPC, LGV).

Policy 16.1.2.2. Industrial areas located in fracture zones, areas of known sinkhole formation, and karst topography features should be checked by ground penetrating radar to identify underground cavities and areas of potential sinkhole formation (RPC, LGV, DER).

Policy 16.1.2.3. Industries and businesses using hazardous materials should avoid using sites with known underground cavities and sites with potential for sinkhole formation (RPC, LGV, DER).

Policy 16.1.2.4. Land requirements for industry, commerce, and office development shall be included in the comprehensive plans of local governments (RPC, LGV).

Policy 16.1.2.5. Minimum land requirements for new pre-planned industrial complexes (industrial parks) in the region should be developed (RPC, LGV).

Policy 16.1.2.6. Land use controls related to industrial and commercial uses should provide additional protection for certain environmentally sensitive areas such as buffer zones, setbacks from certain sensitive features, and/or the establishment of certain preservation features, including potential areas of sinkhole formation and underground cavities as indicated by ground penetrating radar tests (RPC, LGV, DER).

Policy 16.1.2.7. Industries should be located within reasonable response times of local fire departments (RPC, LGV, DCA).

Policy 16.1.2.8. Hazardous waste treatment, collection, and transfer sites should be located within a reasonable distance of planned industrial areas (RPC, LGV, DER, DOT).

Policy 16.1.2.9. Industrial performance standards including but not limited to standards limiting noise, vibration, smoke, odorous matter, toxic matter, radiation hazards, humidity, heat and glare should be enacted (RPC, LGV, COM, DER).

REGIONAL GOAL 16.1.3. Ensure land use decisions which account for the provision of public services and facilities in a cost-effective manner without reducing the quality of services provided to existing populations (State Plan Policies 16.1, 16.2, 16.3, 16.4, 16.5).

Measure: Annual change in the ratios of maximum allowable residential parcels and maximum allowable square feet of building floor area of commercial and industrial land uses permitted by local government comprehensive plans in designated urban areas compared to rural areas.

Policy 16.1.3.1. Urban development shall meet urban level of service standards (DCA, RPC, LGV).

Policy 16.1.3.2. Future urban development shall be located next to existing public facilities to the extent that the additional demand will not degrade established level of service standards (DCA, RPC, DOT, LGV).

Policy 16.1.3.3. Minimum rights-of-way standards based on a roadway functional classification system shall be established in local plans (DCA, DOT, RPC, LGV).

Policy 16.1.3.4. The cost of additional public facilities necessary to accommodate new development should not be financed only by the existing population (DCA, RPC, LGV).

Policy 16.1.3.5. Mitigation of locally generated impacts to the regional road network as well as other transportation facilities caused by development should be required (DCA, DOT, RPC, LGV).

Policy 16.1.3.6. Urban development and residential development at density levels of two units or more per acre should not occur in locations farther than five road miles from a fire station or beyond 1,000 feet from a fire hydrant (DCA, RPC, LGV).

SEE ALSO LAND USE Policy 16.2.1.10., PUBLIC FACILITIES Policies 18.1.1.3., 18.1.2.2., 18.1.2.4., TRANSPORTATION 20.1.4.2.

REGIONAL GOAL 16.1.4. Mitigate adverse impacts to state, regional, and local government public facilities (State Plan Policies 16.1, 16.5).

Measure: Annual change in the number of local government comprehensive plans prohibiting development which will result in a public facility level of service lower than the formally adopted service standard.

Policy 16.1.4.1. Service standards shall be established for state, regional, and local public facilities (DCA, COR, DNR, DOT, RPC, LGV, CSB).

Policy 16.1.4.2. State, regional, and local public facilities shall be protected from declines in the established service standard (DCA, COR, DNR, DOT, RPC, LGV, CSB).

Policy 16.1.4.3. Local governments shall incorporate service standards for state, regional, and local public facilities in their plans and ordinances (DCA, RPC, LGV).

Policy 16.1.4.4. Interchanges along limited access routes shall be provided only when they serve to promote the goals and policies of the State Comprehensive Plan, the comprehensive regional policy plan, and the Florida Transportation Plan (DCA, DOT, RPC, LGV).

Policy 16.1.4.5. Amendments to local government comprehensive plans shall not degrade the level of service below the established service standard unless adequate capacity is ensured through other means (DCA, DOT, RPC, LGV).

Policy 16.1.4.6. State agencies, regional agencies, and local governments shall be encouraged to cooperate with each other to eliminate duplicate government facilities and services near county boundaries (DCA, DOT, RPC, LGV, CSB).

SEE ALSO LAND USE Policies 16.1.4.1., 16.1.4.3., PUBLIC FACILITIES Policies 18.1.2.4., 18.2.1.6., 18.2.2.4., 18.2.4.1., 18.2.4.2., TRANSPORTATION Policies 20.1.4.2., 20.1.4.4.

16.2. Regional Issue/Cluster Title #58: Natural Resources Preservation

REGIONAL GOAL 16.2.1. Ensure that land use decisions minimize adverse environmental impacts upon the region's significant natural areas and natural resources (State Plan Policies 16.2, 16.6, 16.7).

Measure: Annual change in the number of new urban parcels within regionally significant natural areas.

Policy 16.2.1.1. Review procedures shall evaluate the effects of development activities on regionally significant natural areas and their ecosystems (DCA, DER, GFWFC, DNR, RPC, WMD, LGV).

Policy 16.2.1.2. Urban development shall be planned and coordinated to minimize or avoid adverse environmental impacts (DCA, DER, GFWFC, DNR, RPC, WMD, LGV).

Policy 16.2.1.3. Population growth and development activity shall be directed away from regionally significant natural areas and areas of the region subject to the hurricane surge and freshwater flooding (DCA, RPC, WMD, LGV).

Policy 16.2.1.4. Land use types and development activities within recreation areas shall enhance and maintain resource-based recreation values (DCA, DNR, RPC, WMD, LGV).

Policy 16.2.1.5. Land use types and development activities within conservation areas shall enhance and maintain water conservation, wildlife conservation, and habitat conservation values (DCA, DNR, DER, GFWFC, RPC, WMD, LGV).

Policy 16.2.1.6. Appropriate development densities and construction standards for septic tank systems based upon soil associations and other environmental factors shall be determined (DCA, DNR, DER, RPC, WMD, LGV).

Policy 16.2.1.7. State and regional agencies, and local government planning for natural resources and regionally significant natural areas which cross jurisdictional boundaries such as the Lower Suwannee National Wildlife Refuge, St. Marks National Wildlife Refuge, and the Suwannee River system shall be coordinated to minimize adverse impacts to the shared resource (All Agencies).

Policy 16.2.1.8. Educational programs and research to meet state, regional, and local planning and growth management needs should be provided (DACS, DCA, DER, GFWFC, DNR, RPC, DOE, IFAS, WMD, LGV).

Policy 16.2.1.9. Development should be allowed to occur only when adequate water supplies will be concurrently available to serve such development without adversely affecting local or regional water sources (DCA, RPC, LGV).

Policy 16.2.1.10. Land use planning and infrastructure development should consider any existing watershed management plans (DCA, DNR, DER, RPC, WMD, LGV).

Policy 16.2.1.11. Any activity or proposed activity affecting the coastal marsh, estuaries, coastal freshwater wetlands, regionally significant wetlands, lakes, rivers, streams, springs, spring runs, lakes, cypress/gum swamps, high percolation recharge areas, sinks with direct connection to or a high probability of direct connection to the Floridan Aquifer, or identified habitat islands shall be permitted only upon assurance that significant impacts to values identified for that particular resource are mitigated. However, agriculture, silviculture, and resource-based recreation may be permitted subject to Best Management Practices (ACE, DCA, DNR, DER, GFWFC, WMD, RPC, LGV).

Policy 16.2.1.12. Local government plans and implementation regulations should allow development to occur only when adequate water supplies will be concurrently available to serve such development without adversely affecting local or regional water sources (DCA, RPC, LGV).

SEE ALSO WATER RESOURCES Policy 8.1.4.4., NATURAL SYSTEMS AND RECREATIONAL LANDS Policy 10.1.4.1., LAND USE Policies 16.1.1.1., 16.1.1.2., 16.1.1.3., 16.1.1.4., 16.1.1.9., 16.1.1.13., 16.1.1.14., 16.1.1.15., 16.2.6.1., 16.2.6.2., 16.2.6.3., 16.2.6.4., 16.2.6.5., 16.2.6.6., 16.2.6.7., 16.2.6.8., 16.2.6.9.

REGIONAL GOAL 16.2.2. Ensure that land use decisions protect the natural functions of the coastal basin and the submerged lands (State Plan Policies 16.2, 16.6, 16.7).

Measure: Annual change in the number of new urban parcels within regionally significant coastal areas.

Measure: Annual change in the average size of parcels within regionally significant coastal areas located outside of designated urban development areas.

Measure: Annual change in the number of sections where the average parcel size is less than ten acres within regionally significant coastal areas outside of designated urban development areas.

Policy 16.2.2.1. Population growth and development activity shall be directed away from the coastal high hazard areas as well as the coastal marsh, estuaries and coastal freshwater wetlands. Development which does occur in coastal high hazard areas, coastal marsh, estuaries, or coastal freshwater wetlands shall be directed to designated urban development areas (DCA, RPC, LGV).

Policy 16.2.2.2. Development within the coastal basin shall not degrade the quality and quantity of waters found within the Gulf, coastal marsh, areas with direct sheet flow connection to the coastal marsh, freshwater wetlands, coastal rivers, springs, or spring runs (DCA, DNR, DER, RPC, WMD, LGV).

Policy 16.2.2.3 Residential development and resident populations seaward of Category III hurricane surge line, as developed and defined by the Council report entitled, North Central Florida Regional Hurricane Evacuation Study, shall be limited to locations and numbers which can be safely evacuated during hurricane hazard periods (DCA, RPC, WMD, LGV).

Policy 16.2.2.4. Development which threatens to degrade the quality or hamper the productivity of estuarine, coastal marsh, or coastal freshwater wetland environments or threatens to adversely affect the commercial and sport fishing industry shall be avoided (DCA, DNR, DER, GFWFC, RPC, WMD, LGV).

Policy 16.2.2.5. The coastal marsh, estuaries, and coastal freshwater wetland areas in Dixie and Taylor counties shall remain in rural uses except in designated urban development areas (DCA, DNR, DER, DOT, RPC, LGV).

Policy 16.2.2.6. Urban development within the coastal marsh, estuaries, or coastal freshwater wetlands located outside of designated urban development areas shall be avoided (DCA, RPC, LGV).

Policy 16.2.2.7. The coastal marsh, estuaries, coastal freshwater wetlands, the core of California Swamp, the Aucilla River, the Steinhatchee River, the Econfina River, Spring Warrior Creek, and the Suwannee River within the coastal basin as well as the Lower Suwannee and St. Marks National Wildlife refuges as defined by the Council report entitled, Coastal Hazard Mitigation and Resource Protection in the North Central Florida Region, shall be designated as conservation areas (DCA, DNR, DER, RPC, WMD, LGV).

SEE ALSO PUBLIC SAFETY Policy 7.2.4.2., WATER RESOURCES Policies 8.1.3.2., 8.1.3.3., 8.1.3.4., 8.1.4.6., 8.1.4.7., 8.1.4.8., 8.1.5.2., 8.1.8.2., 8.3.1.1., 8.3.1.2., COASTAL AND MARINE RESOURCES Policies 9.1.1.2., 9.1.1.5., 9.1.1.6., 9.1.1.7., 9.1.1.8., 9.1.1.9., 9.1.1.11., 9.1.1.12., 9.1.1.13., 9.1.1.14., 9.1.1.15., 9.1.1.16., 9.1.1.17., NATURAL SYSTEMS AND RECREATIONAL LANDS Policy 10.1.4.1., HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policies 13.2.5.3., 13.2.5.4.,

13.2.6.3., 13.2.6.4., 13.2.6.5., LAND USE Policies 16.2.1.5., 16.2.1.11., 16.2.2.7., 16.2.6.3., PUBLIC FACILITIES Policy 18.2.1.8.

REGIONAL GOAL 16.2.3. Preserve and protect the quality and quantity of recharging groundwater within freshwater stream-to-sink watersheds (State Plan Policies 16.2, 16.6, 16.7).

Measure: Annual change in the number of new urban parcels within stream-to-sink watersheds.

Policy 16.2.3.1. Appropriate local planning, development design standards, and special construction practices shall be required as may be necessary to ensure both short and long-term mitigation of impacts created by activities occurring in stream-to-sink watersheds (DNR, DER, GFWFC, RPC, WMD, LGV).

Policy 16.2.3.2. Local governments shall receive assistance in the development of appropriate local planning, development design standards, and special construction practices as may be necessary to ensure both the short and long-term mitigation of impacts created by activities occurring in stream-to-sink watersheds (DNR, DER, RPC, WMD, LGV).

REGIONAL GOAL 16.2.4. Preserve and protect the quality and quantity of recharging groundwater in high percolation recharge areas (State Plan Policies 16.2, 16.6, 16.7).

Measure: Annual change in the number of new urban parcels within high percolation recharge areas.

Policy 16.2.4.1. Land development planning and regulations should control and mitigate the adverse impacts of development activities which could impair the function of high percolation recharge areas (DCA, RPC, DER, WMD, LGV).

Policy 16.2.4.2. The use of high percolation recharge area maps developed by the State in conjunction with the local water management districts shall be used in local plans (DER, RPC, WMD, LGV).

Policy 16.2.4.3. Appropriate local planning, development design standards, special construction practices, and other measures as may be necessary shall be required to ensure both short and long-term mitigation of groundwater quality and quantity impacts created by land use types, land use intensities, and human activities occurring in areas generally identified as high recharge areas (DCA, DNR, DER, RPC, WMD, LGV).

Policy 16.2.4.4. The siting of solid waste landfills, hazardous waste treatment, storage, transfer, and collection sites, as well as facilities storing or utilizing significant amounts of radioactive materials located within high percolation recharge areas shall be permitted only upon assurances that the potential for significant adverse impacts to the environment are minimized (DNR, DER, RPC, WMD, LGV).

Policy 16.2.4.5. The most sensitive regionally significant high percolation recharge areas shall be preserved, to the extent possible, in a natural state (DNR, DER, RPC, WMD, LGV).

Policy 16.2.4.6. Urban development should not occur in high percolation recharge areas (DCA, DER, RPC, WMD, LGV).

Policy 16.2.4.7. Paved roads and other impervious surfaces and watershed alterations that reduce the availability and flow of good quality water within high percolation recharge areas should be limited (DCA, DOT, DER, RPC, WMD, LGV).

Policy 16.2.4.8. Activity taking place in a high percolation recharge area that could endanger the quality of groundwater shall be avoided. However, silviculture activities may be permitted subject to Best Management Practices (DCA, RPC, LGV).

REGIONAL GOAL 16.2.5. Ensure the protection of water quantity, water quality, and hydroperiod in wetlands areas (State Plan Policies 16.2, 16.6, 16.7).

Measure: Annual change in the number of new urban parcels within wetlands.

Policy 16.2.5.1. Wetlands protection strategies shall be developed in local government comprehensive plans and wetlands protection ordinances shall be adopted by local governments (LGV).

SEE ALSO WATER RESOURCES Policies 8.1.8.2., 8.1.8.3., 8.2.1.1., COASTAL AND MARINE RESOURCES Policy 9.1.1.17., NATURAL SYSTEMS AND RECREATIONAL LANDS Policies 10.1.2.1., 10.1.2.2., HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policy 13.2.6.3., LAND USE Policies 16.2.1.11., 16.2.5.1.

REGIONAL GOAL 16.2.6. Ensure land use decisions which provide for the survival of representative samples of all native biota found within the region (State Plan Policies 16.2, 16.6, 16.7).

Measure: Annual change in the number of local government comprehensive plans which require the preservation of land areas for native biota for new urban development projects.

Measure: Annual change in the number of acres of land set aside for the preservation of native biota within Developments of Regional Impact.

Policy 16.2.6.1. Any activity or proposed activity affecting any identified endangered or threatened species and their habitats shall be permitted only upon assurances that significant impacts to such species and the ecological functions of their habitats are mitigated (DCA, DNR, DER, GFWFC, DACS, RPC, WMD, LGV).

Policy 16.2.6.2. A Development of Regional Impact shall not be approved unless measures are taken to mitigate the impacts of the development on endangered and threatened species (DCA, EOG, DNR, DER, GFWFC, DACS, RPC, WMD, LGV).

Policy 16.2.6.3. Once identified, local governments shall recognize identified habitat islands in local comprehensive plans (DCA, RPC, LGV).

Policy 16.2.6.4. The public should acquire the most sensitive habitat islands for purposes of preservation (DCA, DNR, GFWFC, RPC, WMD).

Policy 16.2.6.5. Incentives, such as tax relief, shall be provided to landowners who preserve and protect native habitats on private land.

Policy 16.2.6.6. Any activity or proposed activity affecting any identified habitat island shall be permitted only upon assurances that significant impacts upon ecological functions are mitigated. However, agriculture, silviculture, and resource-based recreation activities may be permitted subject to Best Management Practices (DCA, DNR, DER, GFWFC, DACS, RPC, WMD, LGV).

Policy 16.2.6.7. Urban development shall be avoided in identified habitat islands which are not located in designated urban development areas (DCA, RPC, LGV).

Policy 16.2.6.8. Land development review procedures shall provide for the protection of high quality upland plant communities and viable wildlife habitats (DCA, DNR, DER, GFWFC, RPC, WMD, LGV).

Policy 16.2.6.9. New paved roadways and public utility lines shall not traverse habitat islands unless no other environmentally acceptable route can be found and there is a clearly demonstrated public need (DOT, DNR, DER, GFWFC, DACS, RPC, WMD, LGV).

Policy 16.2.6.10. New transportation corridors and airports shall not be located in proximity to identified habitat islands so as to adversely affect such island through noise unless no other environmentally acceptable route can be found and there is a clearly demonstrated public need (DCA, DOT, DNR, RPC, LGV).

Policy 16.2.6.11. Agriculture, mining, silviculture, and resource-based recreation activities or proposed activities within identified habitat islands shall be permitted only upon assurances that impacts to habitat conservation values identified for that particular habitat island are mitigated (DCA, DNR, DER, ACE, RPC, LGV).

Policy 16.2.6.12. Any activity or proposed activity affecting identified habitat corridors shall be permitted only upon assurances that impacts to habitat conservation values identified for that particular habitat corridor are mitigated (DCA, DNR, DER, ACE, RPC, LGV).

SEE ALSO NATURAL SYSTEMS AND RECREATIONAL LANDS Policy 10.1.4.1., LAND USE Policy 16.2.6.2.

STATE GOAL 17: DOWNTOWN REVITALIZATION

In recognition of the importance of Florida's developing and redeveloping downtowns to the state's ability to use existing infrastructure and to accommodate growth in an orderly, efficient, and environmentally acceptable manner, Florida shall encourage the revitalization of commercial, governmental, retail, residential, and cultural activities within downtown areas.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Housing, Land Use, Public Facilities, Cultural and Historic Resources, Transportation, Intergovernmental Coordination, The Economy, Employment, and Tourism for additional applicable regional goals and policies.

17.1. Regional Issue/Policy Cluster Title #59: Promotion of Downtown Areas

REGIONAL GOAL 17.1.1. Revitalize north central Florida downtowns in light of private market forces (State Plan Policy 17.1).

Measure: Annual change in the number of local government comprehensive plans which adequately address this regional goal.

Policy 17.1.1.1. Ensure adequate infrastructure, including parking facilities, in downtown areas (DCA, LGV).

Policy 17.1.1.2. Where needed, those portions of the regional road network located in downtown areas should be designated as Special Transportation Areas in order to structure level of service standards in light of the need to maintain the viability of the downtown environment (DOT, RPC, LGV).

Policy 17.1.1.3. Where feasible, downtown areas should be given priority for major cultural and governmental facilities (all agencies).

STATE GOAL 18: PUBLIC FACILITIES

Florida shall protect the substantial investments in public facilities that already exist, and shall plan for and finance new facilities to serve residents in a timely, orderly, and efficient manner.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Public Safety, Coastal and Marine Resources, Water Resources, Land Use, and Transportation for additional applicable regional goals and policies.

18.1. Regional Issue/Cluster Title #60: Maximizing the Use of Existing Public Facilities

REGIONAL GOAL 18.1.1. Maximize the use of existing public facilities within the region (State Plan Policies 18.1, 18.2, 18.7, 18.10).

Measure: Annual change in the number and percentage of all urban land use parcels located within designated urban development areas.

Policy 18.1.1.1. Local governments shall receive assistance in the development of incentives which will result in the use of existing public facilities (DCA, RPC, LGV).

Policy 18.1.1.2. All levels of government shall incorporate service standards in their plans and programs for providing current and future facilities and services (DCA, COR, DNR, DOT, RPC, LGV, CSB).

Policy 18.1.1.3. Level of service standards shall be developed and, where appropriate, incorporated into the comprehensive regional policy plan (DCA, COR, DNR, DOT, RPC, LGV, CSB).

Policy 18.1.1.4. Development in areas with currently inadequate public services shall be restricted (DCA, DOT, RPC, LGV).

Policy 18.1.1.5. The rehabilitation and reuse of existing facilities, structures, and buildings should be promoted as an alternative to new construction when financially cost-effective (DCA, RPC, LGV, CSB).

SEE ALSO WATER RESOURCES Policy 8.1.8.2., HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policy 13.2.5.8., LAND USE Policies 16.1.1.10.

REGIONAL GOAL 18.1.2. Ensure that local government comprehensive plans contain strategies for maximizing the use of existing public facilities (State Plan Policy 18.7).

Measure: Annual change in the number of state and local plans which incorporate level of service standards by facility type.

Policy 18.1.2.1. All local government comprehensive plans shall contain strategies which maximize the use of existing public facilities (DCA, RPC, LGV).

Policy 18.1.2.2. Regional public facilities shall be protected from declines in the established service standard (DCA, RPC, LGV).

Policy 18.1.2.3. Service standards for regional public facilities shall be incorporated into local government comprehensive plans and implementation regulations (DCA, RPC, LGV).

Policy 18.1.2.4. Permits shall not be issued for development which will reduce the level of service standard of any state, regional, or local public facility below the formally adopted service standard (DCA, RPC, LGV).

Policy 18.1.2.5. New developments shall be required to dedicate sufficient lands such as rights-of-way, where necessary, for the provision of support services and to reduce expected negative fiscal impacts on local governments (DCA, RPC, LGV).

SEE ALSO WATER RESOURCES Policy 8.1.8.2., PUBLIC FACILITIES Policy 18.1.1.2., TRANSPORTATION Policy 20.1.4.2.

18.2. Regional Issue/Cluster Title #61: Planning for Public Facilities

REGIONAL GOAL 18.2.1. Plan for and finance new and replacement public facilities to serve the existing population at an acceptable level of service (State Plan Policies 18.1, 18.2, 18.3, 18.4, 18.5, 18.6, 18.7, 18.8, 18.9, 18.10).

Measure: Annual change in local government bonded indebtedness and remaining bonding capacity.

Policy 18.2.1.1. Level of service categories based upon distinctions between urban and rural areas shall be established (DCA, COR, DNR, DOT, RPC, LGV, CSB).

Policy 18.2.1.2. Service standards shall be established in local government comprehensive plans for all public facilities and services (DCA, RPC, LGV).

Policy 18.2.1.3. Local government financial self-sufficiency in providing public facilities shall be increased (LGV).

Policy 18.2.1.4. The costs of new public facilities shall be allocated on the basis of the benefits received by existing and future residents (DCA, RPC, LGV).

Policy 18.2.1.5. The use of accruing funds to finance the cost of replacement facilities shall be utilized where appropriate (DCA, COR, DNR, DOT, RPC, LGV, CSB).

Policy 18.2.1.6. The construction of public facilities shall be in accordance with capital improvement programs (DCA, COR, DNR, DOT, RPC, LGV, CSB).

Policy 18.2.1.7. No new highway which parallels the coast and traverses the region shall be constructed within the coastal high hazard area (DCA, DOT, RPC, LGV).

Policy 18.2.1.8. The extension of water and sewer services into the coastal marsh, estuaries and coastal freshwater wetlands outside of designated urban development areas shall be avoided (DCA, RPC, LGV).

Policy 18.2.1.9. Water and sewer services shall not be extended into floodprone or conservation areas (DCA, DER, RPC, LGV, DNR).

Policy 18.2.1.10. Increase gasoline tax and use increased revenues for road construction and maintenance (RPC, LGV, COM, DOR, DOT).

Policy 18.2.1.11. The State should avoid expenditures that subsidize development in coastal high-hazard areas (All Agencies).

Policy 18.2.1.12. New development shall not reduce service standards for parks and recreation facilities below the established service standard (DCA, DNR, RPC, LGV).

SEE ALSO PUBLIC FACILITIES Policies 18.1.1.2., 18.1.2.2., 18.1.2.3., TRANSPORTATION Policy 20.1.4.2.

REGIONAL GOAL 18.2.2. Plan for and finance new facilities to serve future residents in a timely, orderly, and efficient manner consistent with acceptable level of service standards (State Plan Policies 18.3, 18.4, 18.5, 18.6, 18.8, 18.9).

Measure: Annual change in the number of local governments with capital improvement programs.

Policy 18.2.2.1. Lands for future support service facilities, including new water supply sources and sewage disposal areas shall be planned for and acquired in advance for existing and projected future populations (DCA, RPC, LGV, CSB).

Policy 18.2.2.2. Necessary public facilities shall be provided in concurrence with the stages of development (DCA, RPC, LGV).

Policy 18.2.2.3. Regional public facilities shall replace local public facilities where appropriate (DCA, RPC, LGV).

Policy 18.2.2.4. A partnership should be created among state government, local governments, and the private sector which would identify and build needed public facilities and allocate the cost of such facilities among the partners in proportion to the benefits accruing to each of them (All Agencies).

SEE ALSO HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policy 13.2.2.6., LAND USE Policies 16.1.1.10., 16.1.4.5., PUBLIC FACILITIES Policies 18.1.1.4., 18.1.2.5., 18.2.1.4., 18.2.1.6., 18.2.3.1., TRANSPORTATION Policies 20.1.1.3., 20.1.2.6.

REGIONAL GOAL 18.2.3. Assure the establishment of funding mechanisms which will allow for greater local government self-sufficiency in providing public facilities and services (State Plan Policy 18.9).

Measure: Annual change in the number of local governments with impact fee ordinances.

Policy 18.2.3.1. Local governments shall receive assistance in the development of impact fee ordinances (DCA, RPC, LGV).

Policy 18.2.3.2. All levels of government should identify and use stable revenue sources which are also responsive to growth for financing public facilities (All Agencies).

SEE ALSO LAND USE Policy 16.1.4.65., PUBLIC FACILITIES Policies 18.1.2.5., 18.2.1.4., 18.2.1.5., 18.2.2.1., 18.2.2.2., 18.2.2.4., TRANSPORTATION Policies 20.1.1.4., 20.1.1.5.

REGIONAL GOAL 18.2.4. Prevent needless duplication of public facilities through intergovernmental coordination process to review public facilities which are located near to or cross jurisdictional boundaries (State Plan Policies 18.4, 18.6).

Measure: Annual change in the number of local government comprehensive plans and implementation regulations which adequately address this goal.

Policy 18.2.4.1. A process shall be established for the review of local government comprehensive plan capital facilities elements which are located near to or cross jurisdictional boundaries (DCA, RPC, LGV, CSB).

Policy 18.2.4.2. Public facilities which are near to or cross jurisdictional boundaries shall be coordinated to prevent needless duplication of services (DCA, RPC, LGV, CSB).

SEE ALSO GOVERNMENT EFFICIENCY Policy 21.1.5.3.

STATE GOAL 19: CULTURAL AND HISTORICAL RESOURCES

By 1995, Florida shall increase access to its historical and cultural resources and programs and encourage the development of cultural programs of national excellence.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Housing, Land Use, The Economy, Tourism, and Employment for additional applicable regional goals and policies.

19.1. Regional Issue/Cluster Title #62: Access to Cultural and Historical Resources

REGIONAL GOAL 19.1.1. Ensure the identification, evaluation and protection of local archaeological and historic resources by the year 1991 (State Plan Policies 19.1, 19.3, 19.5).

Measure: Annual change in the number of historic resources listed in State or National registers of historic places.

Policy 19.1.1.1. A comprehensive historical resource and archaeological survey should be conducted to identify, evaluate, and preserve historically and archaeologically significant sites (DOS).

Policy 19.1.1.2. Local governments should receive technical assistance to carry out archaeological and historic preservation responsibilities and programs (DOS, LGV).

Policy 19.1.1.3. Local government comprehensive plans shall provide for the protection of historical and archaeological sites (RPC, LGV, RPC, DCA, DOS).

Policy 19.1.1.4. Where appropriate, local governments should develop historic and archaeological preservation ordinances (LGV, DOS).

Policy 19.1.1.5. Local governments should consider the impact of zoning ordinances and permitting procedures on historical and archaeological resources (LGV, RPC).

Policy 19.1.1.6. Land use planning shall complement existing state laws regarding the identification, location, protection and preservation of archaeological and historic sites (LGV, RPC, DOS).

Policy 19.1.1.7. Historical and archaeological sites should be buffered from possible adverse affects of surrounding land uses (LGV, RPC, DOS).

Policy 19.1.1.8. The professional investigation of significant archaeological sites and establishment of historic districts should be encouraged to revitalize cultural and community resources (LGV, RPC, DOS).

Policy 19.1.1.9. The number of properties listed in the National Register of Historic Places should be increased (LGV, RPC).

Policy 19.1.1.10. Citizens should be made aware of the value of historic and archaeological sites and how to recognize and protect them (LGV, RPC, DOS).

Policy 19.1.1.11. Local developers shall be encouraged to develop an attitude of pride in historic and archaeological sites and continue to respond to the need to preserve them (LGV, DOS).

Policy 19.1.1.12. Encourage the rehabilitation and sensitive adaptive use of historic properties through technical assistance and economic incentive programs (DACS, DOS).

Policy 19.1.1.13. Developments shall provide for preservation of those sites deemed archaeologically significant (RPC, LGV, DCA).

19.2 Regional Issue/Cluster Title #63: Development of Historical and Cultural Programs

REGIONAL GOAL 19.2.1. Establish a program in each county for the development of historical and cultural programs by the year 1990 (State Plan Policies 19.2, 19.4, 19.6).

Measure: Annual change in the number of local comprehensive plans which adequately address this goal.

Policy 19.2.1.1. Arts councils or citizens advisory boards to assist city and county commissions should be organized in each county to create a plan for historical and cultural development (LGV).

Policy 19.2.1.2. Private and public participation and support for historical and cultural programs should be encouraged (LGV, RPC, DOS).

Policy 19.2.1.3. Public awareness of local culture and art should be developed (LGV, RPC, DOS).

Policy 19.2.1.4. Low-cost media should be used to make available to the public local traditional art forms such as storytelling and music (LGV).

Policy 19.2.1.5. Financial incentives such as low interest loans or tax incentives should be developed to encourage the renovation and rehabilitation of historical facilities (LEG).

Policy 19.2.1.6. Planning for capital programs should consider historic resources and provide for their preservation (LGV).

Policy 19.2.1.7. Outreach programs to make the public aware of historical and cultural activities should be developed (LGV).

STATE GOAL 20: TRANSPORTATION

Florida shall direct future transportation improvements to aid in the management of growth and shall have a state transportation system that integrates highway, air, mass transit, and other transportation modes.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Coastal and Marine Resources, Natural Systems and Recreational Lands, Land Use, and Public Facilities for additional applicable regional goals and policies.

20.1. Regional Issue/Cluster Title #64: Integrated Transportation Systems

REGIONAL GOAL 20.1.1. Ensure a transportation system, consisting of both public and private transportation systems, which provides for the timely, cost-effective efficient, and safe intercity movement of goods and passengers from both within and outside the region and provides for the convenient, efficient, transfer between transportation modes (State Plan Policies 20.1, 20.4, 20.8, 20.9).

Measure: Annual change in the number of regional roadway segments operating below the adopted level of service standard.

Policy 20.1.1.1. All segments of the regional road network shall meet acceptable level of service standards (DOT, RPC, LGV).

Standard: See Table 2.

Policy 20.1.1.2. Local government comprehensive plans for urban areas with a population greater than 50,000 shall have developed traffic circulation elements which identify all appropriate opportunities for coordination between different transportation modes (LGV).

Policy 20.1.1.3. Designated urban development areas with a population greater than 50,000 shall provide for residential densities of sufficient magnitude to be classified as having a "medium" probability of supporting a public transit system (DCA, DOT, RPC, LGV).

Standard: Four persons per acre.

TABLE 2

MINIMUM ACCEPTABLE OPERATING LEVEL OF SERVICE STANDARDS

Existing Other Roadway Type ²	Urbanized or Urbanized Areas ³	Transitioning		
		Existing Cities ⁴	Incorporated Areas ⁵	Rural Areas ⁶
Freeways	D	C	C	C
Principal Arterials	D	C	C	C
Minor Arterials & Others	E	D	D	D
Special Considerations				
Roadway Type	Special Transportation Areas ⁷	Parallel to Exclusive Transit Facility ⁸	Constrained Facility ⁹	Backlogged Facility ¹⁰
Freeways	D	D	Maintain ¹¹	Maintain ¹² & Improve
Principal Arterials	E	E	Maintain	Maintain & Improve
Minor Arterials & Others	E	E	Maintain	Maintain & Improve

¹The operating Levels of Service designate lowest quality operating conditions for the design hour (30th highest hour with 20 year planning horizon).

²Roadway type is based on functional classification categories as presented in Chapter 334, F.S.; freeways are fully controlled limited access principal arterials.

³An area consisting of an incorporated place and adjacent densely settled surrounding area that together have a minimum population of 50,000. These areas are initially established by the U.S. Bureau of Census with the decennial census and for transportation purposes adjusted slightly by the MTPO/FDOT/FHWA. For transportation planning purposes, the present-day boundaries may be updated by the MTPO using U.S. Bureau of Census urbanized criteria.

⁴Any incorporated city outside an existing urbanized area.

⁵Existing generally undeveloped areas projected to become parts of urbanized areas or other cities (see footnotes 3 and 4) in the next approximately 20 years. In general, these boundaries may be obtained from the urbanized boundaries established by MPOs using U.S. Bureau of Census urbanized area criteria in urbanized areas and from "urban" land use boundaries in the future land use maps of local government comprehensive plans developed by local governments for other areas.

⁶Areas currently and projected in the next approximately 20 years not having urban or urbanized characteristics described in footnotes 3, 4 and 5.

⁷Compact geographic areas in which growth management considerations outweigh the Department's policy of operating the State Highway System at the minimum acceptable levels of service appearing in this table (STAs). Conceptually, STAs may include central business districts, outlying business districts, Areawide Developments of Regional Impact and regional activity centers; they do not apply to whole cities or to strip development along individual highway corridors.

⁸Roadways generally parallel to and within one half mile of a transit facility operating on an exclusive transit facility and serving home/work trips. Currently this category includes Tri-County Commuter Rail and Metrorail. Highways with exclusive bus lanes could be included. Downtown people mover facilities and highways with high occupancy vehicle lanes are not included.

⁹A roadway, regardless of transportation needs, which is constrained from adding at least two additional through lanes. Physical constraints primarily involve intensive land uses development adjacent to the roadway making expansion costs prohibitive or when the Department's maximum through lane standards are already achieved. Only if the constrained facility is not currently operating at a minimum acceptable operating speed does the maintain standard apply.

¹⁰A roadway which is not constrained, is not scheduled for major capacity improvements in FDOT's 5-Year Work Program and which does not currently meet the minimum acceptable levels of service appearing in this table.

¹¹The Department and local governments will commit to not further degrade operating conditions of the roadway below the current average travel speed.

¹²The Department and local governments will commit to not further degrade operating conditions of the roadway below the current average travel speed until the roadway is upgraded. After roadway or operational improvements are made, the roadway should operate at or above the adopted minimum standards.

Policy 20.1.1.4. Local government comprehensive plans for designated urban development areas with a population greater than 50,000 shall identify high density residential and concentrated employment centers suitable as origin and destination terminals of a public transit system and determine the feasibility of providing a public transit system to service these areas (LGV).

Policy 20.1.1.5. Duplication of publicly-subsidized transportation services and facilities shall be eliminated where such action will not reduce present and/or future services below acceptable level of service standards (DCA, DOT, HRS, RPC, LGV).

Policy 20.1.1.6. Transportation disadvantaged services in all counties shall be coordinated with existing public transit systems (DCA, DOT, HRS, RPC, LGV).

Policy 20.1.1.7. Public and/or private transportation services shall be provided from the region to the proposed high speed rail transit system linking Orlando, Tampa, and Miami (DOT).

Policy 20.1.1.8. Where feasible, the quality of passenger rail transportation service in the region and the ease of transfer between passenger rail service and other public transportation modes shall be improved (DCA, DOT, HRS, RPC, LGV).

Policy 20.1.1.9. Easily accessible competitive air carrier service shall be made available to the residents of the region (DCA, DOT, RPC, LGV).

Policy 20.1.1.10. The construction of additional general aviation or regional airports in the region shall be limited to cases where there is a clearly demonstrated need (DCA, DOT, RPC, LGV).

Policy 20.1.1.11. Private sector involvement in the funding and provision of transportation services and facilities shall be increased (DCA, DOT, RPC, LGV).

Policy 20.1.1.12. Revenues received from toll booths constructed in the region may be used by local government to help finance the cost of intercity public transit services and facilities in the region (DCA, DOT, RPC, LGV).

Policy 20.1.1.13. Federal, State, and local participation in the maintenance and expansion of the regional road network shall be increased where possible and, should toll booths ever be constructed in the region, that any revenues received from such toll booths should be used to help finance the maintenance of the regional road network (DCA, DOT, RPC, LGV).

SEE ALSO LAND USE Policies 16.1.1.20., 16.1.1.21.

REGIONAL GOAL 20.1.2. Provide public transit passenger service for the transportation disadvantaged at a reasonable cost to government (State Plan Policies 20.1, 20.4, 20.8, 20.9).

Measure: Annual change in public transit ridership.

Policy 20.1.2.1. Transportation services to the elderly and the handicapped should be expanded to all counties of the region (RPC, LGV, MTPO, DOT).

Policy 20.1.2.2. Transit systems in the region should implement a system of small taxi-like buses, carrying up to six people each, radio-controlled, on call by telephone, able to provide point-to-point service according to the passenger's needs (RPC, LGV, DOT, MTPO).

Policy 20.1.2.3. Public transit services in rural areas shall be directed to paratransit services for the transportation disabled and low income persons (DCA, DOT, HRS, RPC, LGV).

Policy 20.1.2.4. Duplication of rural public transportation services and facilities shall be eliminated where such action will not reduce present and/or future levels of service below acceptable standards (DCA, DOT, HRS, RPC, LGV).

Policy 20.1.2.5. Private sector involvement in the funding and provision of paratransit services shall be increased (DCA, DOT, HRS, RPC, LGV).

Policy 20.1.2.6. The Gainesville Urbanized Area Metropolitan Transportation Planning Organization shall update work trip studies to determine maximum ridership plans (RPC, DOT, MTPO).

Policy 20.1.2.7. Incentives which promote the use of cost-effective public transit should be encouraged (DCA, DOT, RPC, LGV).

SEE ALSO TRANSPORTATION Policy 20.1.1.6.

REGIONAL GOAL 20.1.3. Provide for the timely, affordable, cost-effective, and efficient movement of goods and passengers from rural areas to urban areas within the region (State Plan Policies 20.1, 20.4, 20.8, 20.9).

Measure: Annual change in the number of park-and-ride lot parking spaces.

Policy 20.1.3.1. Park-and-ride lots shall be established where feasible for the transfer of rural auto traffic and paratransit service passengers to urban public transit systems (DCA, DOT, HRS, RPC, LGV).

Policy 20.1.3.2. All regional facilities and designated urban development areas shall be easily accessible from rural areas through the regional road network (DCA, DOT, RPC, LGV).

SEE ALSO LAND USE Policy 16.1.1.21. TRANSPORTATION Policy 20.1.1.13.

REGIONAL GOAL 20.1.4. Coordinate land use decisions and driveway access to both the state and regional road network to promote integrated transportation systems (State Plan Policy 20.9).

Measure: Change in the number of local government comprehensive plans which adequately address this goal.

Policy 20.1.4.1. New development shall not reduce the level of service along the regional road network below the accepted level of service standard. (DCA, DOT, RPC, LGV)

Policy 20.1.4.2. A roadway classification system shall be established which shall include roadway development right-of-way widths, service roads, construction setbacks, and curb cut standards and regulations (DCA, DOT, RPC, LGV).

Policy 20.1.4.3. New segments of the regional road network such as by-passes shall not be constructed until appropriate curb cut and setback regulations have been established by state and affected local governments (DCA, DOT, RPC, LGV).

Policy 20.1.4.4. Transportation projects in state, regional, and local capital improvement plans that are being protected by local government right-of-way protection ordinances shall be promoted (DCA, DOT, RPC, LGV).

SEE ALSO LAND USE Policies 16.1.4.5., 16.2.4.7., PUBLIC FACILITIES Policies 18.1.2.4., 18.1.2.5., TRANSPORTATION Policy 20.1.1.1.

REGIONAL GOAL 20.1.5. Expand the use of bicycle and pedestrian ways in designated urban development areas (State Plan Policy 20.9).

Measure: Annual change in the number of local governments with bicycle paths within designated urban development areas.

Policy 20.1.5.1. The use of bicycle and pedestrian ways in designated urban development areas shall be encouraged as an alternative transportation mode (DCA, DOT, RPC, LGV).

Policy 20.1.5.2. Large scale developments subject to DRI review may be required to provide bicycle and pedestrian ways as well as bicycle parking facilities (DCA, RPC, LGV).

Policy 20.1.5.3. Designated urban development areas with populations greater than 50,000 shall increase the percentage of transportation trips made through alternative transportation modes (DCA, DOT, RPC, LGV).

20.2. Regional Issue/Cluster Title #65: Transportation to Aid Growth Management

REGIONAL GOAL 20.2.1. Coordinate transportation and land use decisions to manage growth in accordance with state, regional, and local comprehensive plans in an environmentally sound and cost-effective manner (State Plan Policies 20.2, 20.3, 20.5, 20.6, 20.7, 20.10, 20.11, 20.12, 20.13, 20.14, 20.15).

Measure: Annual change in the number of regional roadway segments operating below the adopted level of service standard.

Policy 20.2.1.1. The primary purpose of the regional road network shall be the safe and efficient movement of traffic between counties and urban areas of the region (DCA, DOT, RPC, LGV).

Policy 20.2.1.2. Ingress and egress from private property to the regional road network shall be of secondary importance to the safe and efficient movement of traffic between counties and urban areas (DCA, DOT, RPC, LGV).

Policy 20.2.1.3. Within designated urban development areas, state and local governments should reserve adequate rights-of-way adjacent and parallel to limited-access highways for the construction of commercial and industrial area access roads (DCA, DOT, RPC, LGV).

Policy 20.2.1.4. Existing bridges shall not be replaced with culverts unless it can be clearly demonstrated that the proposed culvert does not impede the flow of waters, does not extensively use fill material, and when located in an identified habitat corridor, does not impede the use of the streambank as a habitat corridor (DCA, DOT, GFWF, RPC, WMD, LGV).

Policy 20.2.1.5. The existing regional airport shall be used to the maximum extent possible before encouraging the expansion or development of new airports (DCA, DOT, RPC, LGV).

Policy 20.2.1.6. The potential impacts of currently undeveloped subdivisions on transportation services and facilities shall be considered in the development of local government comprehensive plans (DCA, RPC, LGV).

Policy 20.2.1.7. Aviation safety shall take precedence when prescribing and adopting noise reduction plans and procedures.

SEE COASTAL AND MARINE RESOURCES Policies 9.1.1.8., 9.1.1.10., 9.3.2.8., NATURAL SYSTEMS AND RECREATIONAL LANDS Policy 10.2.4.3., LAND USE Policies 16.2.5.9., 16.2.8.9., 16.2.8.10., TRANSPORTATION Policies 20.1.1.1., 20.1.3.3., 20.1.4.2., 20.1.4.3., 20.1.4.4.

STATE GOAL 21: GOVERNMENTAL EFFICIENCY

Florida governments shall economically and efficiently provide the amount and quality of services required by the public.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Public Safety, Land Use, Public Facilities, and Transportation for additional applicable regional goals and policies.

21.1. Regional Issue/Policy Cluster Title #66: Intergovernmental Coordination

REGIONAL GOAL 21.1.1. Improve coordination between state and local governments of the region in the identification of regional issues and solutions (State Plan Policies 21.1, 21.5, 21.6, 21.7, 21.13).

Measure: Annual change in the number of local government comprehensive plans which adequately address this goal.

Policy 21.1.1.1. A series of intergovernmental committees shall be established to examine regional problems and promote intergovernmental coordination (All Agencies).

Policy 21.1.1.2. Increased cooperation on economic development efforts between state and local government shall be encouraged (DCA, DOC, RPC, LGV).

Policy 21.1.1.3. Forestry and Economic Development should be treated as separate state goals within the State Comprehensive Plan and comprehensive regional policy plans, where appropriate (EOG, RPC).

Policy 21.1.1.4. State agency functional plans, objectives, and policies should be consistent with the region's comprehensive policy plan (All Agencies).

Policy 21.1.1.5. Memorandums of agreement between the Council and water management districts regarding planning for shared water resources such as the Floridan aquifer, the Suwannee-Santa Fe river system, and the Aucilla River shall be encouraged (RPC, WMD).

Policy 21.1.1.6. Close intergovernmental coordination shall be encouraged for the siting of prisons (DCA, DOC, RPC, LGV).

Policy 21.1.1.7. The Council shall establish and maintain open lines of communication with all state, regional, and local agencies which are responsible for regulating the region's water supply (DCA, DNR, DER, GFWF, WMD, RPC, LGV).

Policy 21.1.1.8. Methods shall be established for coordinating with state and federal agencies making regulatory and state land decisions which affect the area's recreational and conservation opportunities (All Agencies).

REGIONAL GOAL 21.1.2. Minimize unnecessary duplication in government and increase government efficiency through better intergovernmental coordination (State Plan Policies 21.1, 21.5, 21.6, 21.7, 21.13).

Measure: Annual change in the number of local government comprehensive plans which adequately address this goal.

Policy 21.1.2.1. Governmental units shall conduct periodic reviews of policies, standards, permits, and rules to eliminate or improve ineffective policies and minimize duplication (All Agencies).

Policy 21.1.2.2. Government units should establish a conflict resolution mechanism to mediate disputes (All Agencies).

Policy 21.1.2.3. All development criteria applied within the region should be standardized in order to minimize unnecessary differences in regulatory requirements (DCA, RPC, WMD, LGV).

Policy 21.1.2.4. Consolidation of public service providers which results in greater efficiency shall be encouraged (All Agencies).

SEE ALSO GOVERNMENTAL EFFICIENCY Policy 21.1.1.1.

REGIONAL GOAL 21.1.3. Increase the number of substate service districts with boundaries coterminous with the North Central Florida Region (State Plan Policies 21.1., 21.5., 21.6., 21.7, 21.13).

Measure: Annual change in the number of local government comprehensive plans which adequately address this goal.

Policy 21.1.3.1. Using the North Central Florida Regional Planning Council as a "platform", establish and organize a regional Interagency Management Committee similar to that which exists at the state level (All Agencies).

Policy 20.1.3.2. The regional interagency management committee shall address as a priority issue the realignment of substate district lines to be coterminous with the boundaries of the North Central Florida Regional Planning Council, and will coordinate findings and resolutions concerning such with the Committee for the Study of Substate District Boundaries (All Agencies).

Policy 20.1.3.3. Alachua County should be under the jurisdiction of the Suwannee River Water Management District rather than under two water management districts (DER, WMD, RPC, LGV).

REGIONAL GOAL 21.1.4. Improve local government coordination in development regulations and procedures (State Plan Policies 21.1, 21.5, 21.6, 21.7, 21.13).

Measure: Annual change in the number of local government comprehensive plans which adequately address this goal.

Policy 21.1.4.1. One-stop local government permitting systems should be developed and used by all local governments (DCA, RPC, WMD, LGV).

Policy 21.1.4.2. Intergovernmental coordination to provide recreational lands and multiple use of common facilities such as school district playgrounds, parks, and libraries shall be encouraged (DCA, RPC, LGV, CSB).

REGIONAL GOAL 21.1.5. Minimize conflicts in the planning and provision of services in areas likely to be annexed (State Plan Policies 21.1, 21.5, 21.6, 21.7, 21.13).

Measure: Annual change in the number of local government comprehensive plans which adequately address this goal.

Policy 21.1.5.1. A conflict resolution mechanism shall be established to mediate disputes (All Agencies).

Policy 21.1.5.2. The establishment of a local agency formation commission to oversee proposed boundary changes of local jurisdictions as well as state agency service districts shall be encouraged (DCA, RPC, LGV).

Policy 21.1.5.3. Corporate boundaries shall follow commonly recognized boundaries such as rivers and roads (DCA, RPC, LGV).

21.2. Policy Cluster/Regional Issue #67: Efficiency in Government

REGIONAL GOAL 21.2.1. Maximize government efficiency in the delivery of public services and facilities (State Plan Policies 21.2, 21.3, 21.4, 21.8, 21.9, 21.10, 21.11, 21.12).

Measure: Annual change in per capita expenditures and revenues of local governments.

Policy 21.2.1.1. The creation of independent special taxing districts which have uniform general law standards and procedures and do not overburden other governments and their taxpayers while preventing the proliferation of independent special taxing districts which do not meet these standards shall be allowed (DOR, EOG).

Policy 21.2.1.2. The use of municipal services taxing units and other dependent special districts to provide needed public infrastructure where the fiscal capacity exists to support such an approach shall be encouraged (DCA, DOR, DOT).

Policy 21.2.1.3. Regulatory activities that are not tied to specific public and natural resource protection needs shall be eliminated (All Agencies).

Policy 21.2.1.4. Greater efficiency and economy at all levels of government shall be encouraged through adoption and implementation of effective records-management, information management, and evaluation procedures (All Agencies).

Policy 21.2.1.5. Throughout government, citizen management efficiency groups and internal management groups shall be established to make recommendations for greater operating efficiencies and improved management practices (All Agencies).

Policy 21.2.1.6. Governments shall be encouraged to seek outside contracting on a competitive-bid basis, when cost-effective and appropriate (All Agencies).

Policy 21.2.1.7. The undue expansion of government shall be discouraged and every effort shall be made to streamline government in a cost-effective manner (All Agencies).

REGIONAL GOAL 21.2.2. Minimize unnecessary duplication in public services and facilities through better intergovernmental coordination (State Plan Policies 21.2, 21.3, 21.4, 21.8, 21.9, 21.10, 21.11, 21.12).

Measure: Annual change in the number of local government comprehensive plans which adequately address this goal.

SEE ALSO GOVERNMENTAL EFFICIENCY Policy 21.1.1.1.

STATE GOAL 22: THE ECONOMY

Florida shall promote an economic climate which provides economic stability, maximizes job opportunities, and increases per capita income for its residents.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Hazardous and Nonhazardous Materials and Waste, Land Use, Public Facilities, Tourism, and Employment for additional applicable regional goals and policies.

22.1. Regional Issue/Cluster Title #68: Economic Stability

REGIONAL GOAL 22.1.1. Increase regional per capita income to the statewide average (State Plan Policies 22.2, 22.3, 22.4, 22.5, 22.6, 22.12, 22.13).

Measure: Change in annual per capita income.

Policy 22.1.1.1. The income levels of the region's population should be raised by attracting higher paying industries to the region (COM, EOG, RPC, LGV).

REGIONAL GOAL 22.1.2. Retain and expand existing businesses located within the region (State Plan Policies 22.2, 22.3, 22.4, 22.5, 22.6, 22.12, 22.13).

Measure: Annual change in the number of businesses by SIC code.

Policy 22.1.2.1. A coordinating body for regional economic development concerns of existing north central Florida businesses, local governments, and state agencies shall be maintained (COM, EOG, RPC, LGV, DCA, DACS).

Policy 22.1.2.2. The feasibility of establishing/administering a revolving loan fund for economic development activities in the region shall be investigated (DCA, COM, RPC, LGV).

Policy 22.1.2.3. Economic development in the region shall be promoted through increased partnerships among government, education, business, industry, agriculture, and the arts (DCA, COM, DACS, DOS, EOG, DOE, CSB, LGV, RPC).

Policy 22.1.2.4. Programs shall be established which recognize the presence and needs of existing industries and services within the region, and facilitate their continued viability and expansion (COM, EOG, DLES, LGV, RPC).

Policy 22.1.2.5. Emphasis should be given to relocating existing firms from inappropriate local locations to appropriate new local locations such as industrial parks, thereby eliminating local nuisances and providing expansion space for existing local industry (DCA, COM, LGV, RPC).

Policy 22.1.2.6. Community attractiveness and the efficiency of public facilities and services shall be recognized as a means of retaining existing businesses and attracting new businesses to the community (LGV, RPC, PSC, DBR, DCA, COM).

Policy 22.1.2.7. The feasibility of expanding existing industrial parks and districts in the region should be investigated (LGV, RPC, DCA, COM, DER).

Policy 22.1.2.8. The current needs of local firms within the region should be identified. (RPC, LGV, COM).

Policy 22.1.2.9. Periodic contact between the Council and businesses located within the region should be established and maintained (RPC, DBR, DCA, COM).

Policy 22.1.2.10. Financial institutions located within the region shall be encouraged to provide private capital to finance the expansion of existing firms located in the region (RPC, LGV, COM, DBF, DBR).

REGIONAL GOAL 22.1.3. Encourage the development of start-up business enterprises in the region (State Plan Policies 22.1, 22.2, 22.3, 22.4, 22.5, 22.6, 22.12, 22.13).

Measure: Annual change in the number of businesses by SIC code.

Policy 22.1.3.1. Increased government assistance for start-up companies and small businesses within the region shall be encouraged (RPC, LGV, DCA, COM, DBF, EOG).

Policy 22.1.3.2. Entrepreneurship and small and minority-owned start-up businesses shall be promoted by providing technical and information resources (RPC, LGV, DCA, COM, DBR).

Policy 22.1.3.3. The establishment of start-up businesses within the region based upon research activities at the University of Florida shall be encouraged (COM, DCA, LGV, RPC, BEBR, IFAS).

Policy 22.1.3.4. Financial institutions located within the region shall be encouraged to provide private capital to finance start-up firms in the region (RPC, LGV, DBF, DBR).

REGIONAL GOAL 22.1.4. Attract new industries to the region (State Plan Policies 22.2, 22.3, 22.4, 22.5, 22.6, 22.12, 22.13).

Measure: Annual change in the number of businesses by SIC code.

Policy 22.1.4.1. The diversification of the region's economic base shall be encouraged (COM, DCA, LGV, RPC).

Policy 22.1.4.2. A coordinated, regional industrial development effort to attract out-of-state and out-of-region job-producing industries, corporate headquarters, distribution and service centers, regional offices, and research and development facilities to the region should be established (RPC, LGV, COM, DCA, EOG, UF).

Policy 22.1.4.3. State and regional industrial recruitment efforts should be coordinated to avoid duplication of efforts and to reduce industrial recruitment costs (RPC, LGV, COM, DCA, EOG, UF).

Policy 22.1.4.4. Development efforts of the Council as an Economic Development District should be coordinated with other development groups such as Development Authorities and Chambers of Commerce (RPC, LGV, COM, DCA, EOG, UF).

Policy 22.1.4.5. Multi-county cooperation shall be encouraged wherever possible to avoid unnecessary and expensive duplication and to lower the cost of industrial recruitment efforts for each party involved (RPC, LGV, COM, DCA, EOG,).

Policy 22.1.4.6. Market analyses and feasibility studies should be completed in order to determine compatible development in an area to prevent expensive misuse of capital and resources (RPC, LGV, COM, DCA, EOG).

Policy 22.1.4.7. Industrial recruitment efforts should give priority to attracting industries which have higher-than-average pay scales and stable long-term employment trends (RPC, LGV, COM, DCA, EOG).

Policy 22.1.4.8. Industrial recruitment efforts should give priority to firms with legitimate economic needs to relocate to take advantage of snowbelt-sunbelt migration patterns (RPC, LGV, COM, DCA, EOG).

Policy 22.1.4.9. Industrial recruitment efforts should give priority to firms which are compatible with or take measures to be compatible with the region's environment (RPC, LGV, COM, DCA, EOG, DER, WMD, DACS).

Policy 22.1.4.10. Economic development funds should be used to develop industrial parks with all necessary public facilities (DCA, COM, DOT).

REGIONAL GOAL 22.1.5. Ensure long-term economic stability by minimizing the adverse economic impacts caused by the eventual shutdown of phosphate mining in Hamilton County (State Plan Policies 22.2, 22.3, 22.4, 22.5, 22.6, 22.12).

Measure: Annual change in number of Hamilton County employees by SIC code.

Policy 22.1.5.1. Plans should be developed and programs should be implemented to minimize job displacement caused by the eventual shutdown of phosphate mining in Hamilton County (COM, DCA, RPC, LGV).

Policy 22.1.5.2. The potential of developing reclaimed phosphate lands for future economic use such as tourist attractions and forestry shall be explored (RPC, DNR).

Policy 22.1.5.3. Hamilton County phosphate mining activities shall be monitored for accurate prediction of the date of mine closure (RPC, DNR).

22.2. Regional Issue/Cluster Title #69: Job Opportunities

REGIONAL GOAL 22.2.1. Preserve and increase job opportunities by retaining and expanding existing businesses located within the region (State Plan Policies 22.2, 22.2, 22.3, 22.4, 22.5, 22.6, 22.12, 22.14).

Measure: Annual change in unemployment rates.

Measure: Annual change in the size of the workforce.

Policies 22.2.1.1. New job-producing industries, corporate headquarters, distribution and service centers, regional offices, and research and development facilities shall be attracted to the region (RPC, LGV, COM, DACS, DPOE, DMA).

Policy 22.2.1.2. The full utilization by businesses of the economic development enhancement programs implemented by the Legislature for the purpose of extensively involving private businesses in the development and expansion of permanent job opportunities, especially for the economically disadvantaged, through the utilization of enterprise zones, community development corporations, and other programs designed to enhance economic and employment opportunities shall be encouraged (RPC, LGV, DCA, COM, EOG, DLES, DOR).

SEE ALSO ECONOMY Policies 22.1.2.1, 22.1.2.2., 22.1.2.3., 22.1.2.4., 22.1.2.5., 22.1.2.6., 22.1.2.7., 22.1.2.9., 22.1.2.10.

STATE GOAL 23: AGRICULTURE

Florida shall maintain and strive to expand its food, agriculture, ornamental horticulture, aquaculture, forestry, and related industries in order to be a healthy and competitive force in the national and international marketplace.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Water Resources, Coastal and Marine Resources, Natural Systems and Recreational Lands, Land Use, Transportation, and The Economy for additional applicable regional goals and policies.

23.1. Regional Issue/Cluster Title #70: Agricultural Industry

REGIONAL GOAL 23.1.1. Preserve the most productive agricultural lands for agricultural use (State Plan Policies 23.3, 23.4, 23.6, 23.7, 23.8, 23.9, 23.10, 23.11).

Measure: Annual change in the number of acres used for producing crops.

Policy 23.1.1.1. Strategies shall be developed to ensure economically viable agricultural and silvicultural production practices and the continuance of agricultural and silvicultural land uses in designated agricultural and commercial forest areas (RPC, LGV, DACS, SCS).

Policy 23.1.1.2. The agricultural lands nuisance protection law should be expanded to include forestry lands (LEG).

Policy 23.1.1.3. Agricultural lands assessment methods and practices should be studied to determine if changes are needed to curtail abuses to the tax system. Should abuses be identified, then agricultural lands assessment methods and practices should be modified to curtail abuses (DOR).

Policy 23.1.1.4. Encourage agricultural land to remain in agricultural use by offering tax relief or other such incentives.

SEE ALSO LAND USE Policies 16.1.1.1., 16.1.1.16., 16.1.1.17., 16.1.1.18.

REGIONAL GOAL 23.1.2. Prevent soil erosion and depletion on agricultural and silvicultural lands (State Plan Policies 23.3, 23.8).

Measure: Annual change in the number of local government comprehensive plans which adequately address this goal.

Policy 23.1.2.1. Best Management Practices should be used on all agricultural and silvicultural lands to attain "sustainable rates" of soil erosion and soil loss (SCS, DER, DACS, IFAS, RPC, LGV).

Policy 23.1.2.2. All highly erodible land should be managed by site specific soil and water conservation practices to minimize erosion and soil loss (SCS, DACS, IFAS, DNR, DCA, RPC, LGV).

Policy 23.1.2.3. Soil erosion monitoring should be expanded to all counties in the region (SCS, DACS).

Policy 23.1.2.4. A pilot soil replenishment program utilizing municipal waste-based composting should be established (DCA, DACS, RPC, LGV, IFAS).

Policy 23.1.2.5. A pilot project in the region using sewage sludge or byproduct for soil enrichment on agricultural and silvicultural lands should be established (DCA, DER, DACS, RPC, LGV, IFAS).

Policy 23.1.2.6. Monitoring of agricultural and silvicultural Best Management Practices implementation should be increased (DER, DACS, SCS, DNR, LGV, IFAS).

REGIONAL GOAL 23.1.3. Ensure efficient irrigation practices (State Plan Policies 23.3, 23.4, 23.8).

Measure: Annual change in the number of local government comprehensive plans which adequately address this goal.

Policy 23.1.3.1. The use of water saving irrigation and cultivation practices, including precision spray and trickle irrigation, as well as minimum tillage practices should be encouraged on agricultural lands where economically feasible (DACS, WMD).

Policy 23.1.3.2. A pilot graywater irrigation system should be established in the region (DCA, DER, DACS, WMD, LGV, IFAS).

SEE ALSO WATER RESOURCES Policy 8.1.1.8.

REGIONAL GOAL 23.1.4. Preserve and protect the quality of surface and groundwaters in the region (State Plan Policies 23.4, 23.7).

Measure: Annual change in the average overall water quality of the coastal marsh.

Policy 23.1.4.1. Agricultural practices within the coastal basin shall not significantly degrade the quality and quantity of waters found within the Gulf, coastal marsh, areas with direct sheet flow connection to the coastal marsh, freshwater wetlands, coastal rivers, springs, or spring runs (DCA, DER, DACS, WMD, RPC, LGV, DNR).

Policy 23.1.4.2. Encourage the development of biologic pest controls to reduce reliance on chemical controls (DACS, IFAS).

Policy 23.1.4.3. Encourage the use of Best Management Practices which reduce water pollution from croplands and cattle (DER, SCS, IFAS, DACS, DNR, WMD, LGV).

SEE ALSO HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policy 13.1.5.2.

REGIONAL GOAL 23.1.5. Minimize adverse environmental impacts created by agricultural and silvicultural practices upon the region's significant natural areas and natural resources (State Plan Policies 23.4, 23.7, 23.8).

Measure: Annual change in the number of local government comprehensive plans which adequately address this goal.

Policy 23.1.5.1. Best Management Practices for agriculture and silviculture should be followed (DER, DACS, SCS, IFAS, DNR, WMD, LGV).

Policy 23.1.5.2. Cattle grazing on public lands should be limited to levels which will not cause any significant adverse impacts to critical species (DNR, DACS, GFWF).

Policy 23.1.5.3. The use of agricultural practices which are compatible with the protection of wildlife and natural systems shall be promoted (DACS, DER, GFWF, DNR).

SEE ALSO AGRICULTURE Policy 23.1.2.6.

REGIONAL GOAL 23.1.6. Implement the most advanced agricultural practices and technology throughout the region (State Plan Policies 23.3, 23.6).

Measure: Change in annual average yield by crop type through the year 2010.

Policy 23.1.6.1. Aid to farmers in crop selection, soil preparation, and maximizing yield should be increased (SCS, DACS, IFAS).

Policy 23.1.6.2. Biotechnology research in the development of more cost effective cash crops, livestock, commercial forest species, as well as biologic pest controls shall be encouraged (DACS, IFAS).

Policy 23.1.6.3. A greater level of agricultural education in junior colleges shall be encouraged (DOE, State University System, IFAS).

Policy 23.1.6.4. The vitality of Florida's agricultural industry shall be promoted through the continued funding of basic research, extension, inspection and analysis services and of programs providing for marketing and technical assistance and the control and eradication of diseases and infestations (DACS, IFAS, COM, State University System).

Policy 23.1.6.5. The distribution of University of Florida research results which are of benefit to regional farmers, foresters, and fishermen should be improved (LGV, IFAS, DACS).

23.2. Regional Issue/Cluster Title #71: Expanding Agricultural Opportunities

REGIONAL GOAL 23.2.1. Encourage an increase in plantings of high value vegetable crops (State Plan Policies 23.1, 23.2, 23.5).

Measure: Annual change in the number of acres harvested by crop.

Policy 23.2.1.1. Diversification within the agriculture industry, especially to reduce the vulnerability of communities that are largely reliant upon agriculture for either income or employment, shall be encouraged (DACS).

Policy 23.2.1.2. The international marketing of the region's agricultural products should be increased (DACS).

Policy 23.2.1.3. Improved involvement of the Institute of Food and Agricultural Sciences with farmers in the region to aid with crop selection, soil preparation, and maximizing yield shall be encouraged (IFAS, DACS).

REGIONAL GOAL 23.2.2. Provide and increase the marketing of high value vegetable crops which can be grown in the region (State Plan Policy 23.3).

Measure: Annual change in the number of farmers markets.

Policy 23.2.2.1. The establishment of farmers markets in the region should be encouraged (DACS).

STATE GOAL 24: TOURISM

Florida will attract at least 55 million tourists annually by 1995, and shall support efforts by all areas of the state wishing to develop or expand tourist-related economies.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Coastal and Marine Resources, Natural Systems and Recreational Lands, Land Use, Cultural and Historic Resources, and The Economy additional applicable regional goals and policies.

24.1. Regional Issue/Cluster Title #71: Tourism Promotion

REGIONAL GOAL 24.1.1. Ensure long-term economic stability by increasing tourist and resource-base recreation activities and facilities within the region (State Plan Policies 24.2, 24.3, 24.5, 24.6, 24.12).

Measure: Annual change in the number of licensed hotel and motel units, and food service establishment seating capacity.

Policy 24.1.1.1. The establishment of an archeological/paleontological display/museum based upon artifacts discovered in the region shall be encouraged (RPC, LGV, DCA, DOS, DNR, EOG, DOI).

Policy 24.1.1.2. Increased resource-based recreation and tourist use of the Suwannee River system, the coastal basin and coastal waters, as well as other selected regionally significant natural areas shall be encouraged as part of an region-wide, coordinated plan to increase tourist and resource-based recreation activities and facilities within the region (RPC, LGV, DCA, DOS, DNR, COM, GFWF, EOG, DOI).

Policy 24.1.1.3. Construction of new ramps and docks and the rehabilitation of existing structures along rivers in the region should be encouraged (RPC, LGV, WMD, DER, DNR, DOI).

Policy 24.1.1.4. Opportunities for tourist recreation in the region within the coastal basin should be expanded (RPC, LGV, DNR, COM, DOI).

REGIONAL GOAL 24.1.2. Utilize potential funding sources to promote tourism in the region (State Plan Policy 24.1).

Measure: Change in local government expenditures for cultural and recreational activities and facilities in the region.

Policy 24.1.2.1. Increase tax revenues used to promote tourism in the region (RPC, LGV, COM, DOR).

REGIONAL GOAL 24.1.3. Promote tourism through increased acquisition and improved management of public lands to offer visitors and residents increased outdoor experiences (State Plan Policy 24.1, 24.2).

Measure: Change in annual attendance at state parks located in the region.

Policy 24.1.3.1. Publicly owned recreational areas in the region shall be increased (RPC, LGV, WMD, DNR, DOI).

Policy 24.1.3.2. Existing recreational facilities and programs in natural areas in the region shall be improved (RPC, LGV, DNR, DOE, GFWF, DOI).

SEE ALSO WATER RESOURCES Policies 8.1.8.2., 8.3.2.3., GOVERNMENT EFFICIENCY Policy 21.1.1.8.

STATE GOAL 25: EMPLOYMENT

Florida shall promote economic opportunities for its unemployed and economically disadvantaged residents.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Education, Children, Families, The Economy, and Tourism for additional applicable regional goals and policies.

25.1. Regional Issue/Cluster Title #73: Opportunities for Unemployed and Economically Disadvantaged

REGIONAL GOAL 25.1.1. Lower the unemployment rates of all economically disadvantaged groups in the region, including minority youth, handicapped individuals, food stamp recipients, Aid to Families with Dependent Children recipients, ex-offenders, dislocated workers, older individuals, displaced homemakers, and veterans (State Plan Policies 25.1, 25.2, 25.3, 25.4).

Measure: Annual change in unemployment rates.

Policy 25.1.1.1. Work opportunities should be provided to physically and mentally capable persons receiving public assistance (RPC, LGV, DLES, HRS).

Policy 25.1.1.2. Nondiscriminatory employment opportunities shall be provided in the region (All agencies).

Policy 25.1.1.3. The number of Job Training participants and Job Service applicants from economically disadvantaged groups placed in employment should be increased (RPC, LGV, DLES, COR).

Policy 25.1.1.4. A clearinghouse should be maintained which provides information concerning government-supported employment for the developmentally disabled population (RPC, LGV, HRS).

Policy 25.1.1.5. The number of Unemployment Insurance claimants placed by the Job Service of Florida should be increased to attain a 20.0 percent improvement over current (FY 85) accomplishments (DLES).

Policy 25.1.1.6. The number of rehabilitations among clients referred by Job Service should be increased by 20.0 percent (DLES, HRS).

Policy 25.1.1.7. A 50.0 percent reduction in the gap between the unemployment rate of disadvantaged groups and the average state unemployment rate should be achieved (DLES, DOE).

SEE ALSO FAMILIES Policy 3.2.2.1.

REGIONAL GOAL 25.1.2. Reduce the number of north central Florida unemployed and economically disadvantaged households living at or below the poverty level (State Plan Policies 25.1, 25.3, 25.4).

Measure: Annual change in the number and percentage of total households living at or below poverty level.

SEE ECONOMY policies 22.1.1.1.

REGIONAL GOAL 25.1.3. Provide training opportunities for the unemployed and economically disadvantaged of the region based upon documented labor market needs (State Plan Policies 25.2, 25.6).

Measure: Annual change in the number of Job Training Partnership Act participants.

Policy 25.1.3.1. The current needs of local firms within the region and the anticipated needs of new types of industries sought for the area should be identified and employment training programs established based on labor market needs (RPC, LGV, COM, DCA, EOG, DLES).

Policy 25.1.3.2. Periodic contact between the Council and businesses located within the region and their representative organizations should be established and maintained and coordination of employment training programs should be accomplished (RPC, LGV, COM, DCA, DLES).

Policy 25.1.3.3. County and regional trends in the percentage of total persons who receive job training should be made available to HRS (RPC, DLES).

Policy 25.1.3.4. Cooperative employment arrangements between private employers and public sector employment efforts for public assistance recipients through provisions of educational opportunities, tax incentives, and employment training shall be promoted (All Agencies).

SEE ALSO FAMILIES Policies 3.2.1.1., 3.2.1.2., 3.2.1.3., 3.2.1.4., THE ECONOMY Policies 22.1.2.1., 22.1.2.4.

REGIONAL GOAL 25.1.4. Improve job opportunities for the unemployed and economically disadvantaged of the region by increasing educational and vocational training (State Plan Policies 25.1, 25.3, 25.4).

Measure: Annual change in the number of Job Training Partnership Act participants.

Measure: Annual change in the enrollment of all publicly-funded vocational technical programs in the region.

Policy 25.1.4.1. Career information sessions should be provided for high school, community college and university students (DOE, CSB, State University System).

Policy 25.1.4.2. Interagency coordination and cooperation should be promoted to maximize the impact of employment and training services on target groups (DOE, DLES).

Policy 25.1.4.3. Outreach and recruitment of economically disadvantaged groups by Job Training program staff will be accomplished through designated schools and agencies (DOE, CSB, DLES).

Policy 25.1.4.4. A program shall be established to train handicapped persons with interview skills (HRS).

Policy 25.1.4.5. Correctional institutions in the region should improve prisoner rehabilitation/vocational training programs (DOC, PPC, DLES).

Policy 25.1.4.6. The unemployment rate of ex-offenders should be reduced (DOC, PPC, DLES).

Policy 25.1.4.7. Juvenile delinquent work service programs in the region should be improved (DOC, HRS).

SEE ALSO EDUCATION Policies 1.2.2.1, 1.3.2.1., CHILDREN Policies 2.4.1.1., 2.4.1.2., 2.8.1.1., FAMILIES Policies 3.2.1.1., 3.2.1.2., 3.2.1.3., 3.2.1.4., 3.2.2.1., EMPLOYMENT Policies 25.1.3.3.

REGIONAL GOAL 25.1.5. Increase employment placement rates of participants in job training programs located in the region (State Plan Policy 25.1).

Measure: Annual change in the number of Job Training Partnership Act participants who find employment within 12 months of completion of job training.

Policy 25.1.5.1. Attain a minimum 80.0 percent placement rate for training programs (DLES).

Policy 25.1.5.2. Attain a 75.0 percent training related Job Service placement rate for vocational technical school graduates registered with the Job Service where Job Service staff are outstationed at the educational institutions (DLES, CSB, DOE).

Policy 25.1.5.3. For Job Training Partnership Act (JTPA) clients being trained at vocational institutions, attain a 80.0 percent training related placement rate (DLES, CSB, DOE, RPC).

Policy 25.1.5.4. Achieve a 30-day retention rate of 90.0 percent for training programs (DLES).

REGIONAL GOAL 25.1.6. Pursue coordinated policies among local government, service, educational, industrial, and union institutions (State Plan Policy 25.6).

Measure: Implementation of this goal.

Policy 25.1.6.1. The functional consolidation of resources (educational and ancillary) for job training programs shall be achieved (RPC, DLES, DOE).

Policy 25.1.6.2. A client-centered management and performance structure for job training programs shall be established (RPC, DLES).

Policy 25.1.6.3. Flexible and continuous job training program formats which leave functional responsibilities (such as teaching, counseling and placement) to the agency best equipped to deliver quality services to clients (schools, special training, unions, and private industry) shall be promoted (DLES, DOE, RPC).

REGIONAL GOAL 25.1.7. Encourage economic development in economically distressed areas (State Plan Policy 25.4).

Measure: Annual change in workforce size by county.

Policy 25.1.7.1. The Private Industry Council shall promote entrepreneurship and small and minority-owned business start-up by providing technical and information resources and facilitating capital formation (RPC, LGV, COM).

Policy 25.1.7.2. An increase in technical assistance and capital formations to small and minority-owned businesses offered in the region shall be encouraged (RPC, LGV, DCA, COM).

SEE ALSO THE ECONOMY Policies 22.1.2.2., 22.1.4.1.

25.2. Regional Issue/ Cluster Title #74: Assuring Access to the Job Market

REGIONAL GOAL 25.2.1. Assure access to the job market through job training programs and policies promoting long-term economic stability (State Plan Policies 25.4, 25.6).

Measure: Annual change in the number of Job Training Partnership Act participants who find employment within 12 months of completion of job training.

Policy 25.2.1.1. The Private Industry Council shall be maintained to coordinate job training opportunities (RPC).

Policy 25.2.1.2. Job training programs shall be established which recognize the present and future needs of existing and potential new industries and services within the region to facilitate the continued viability and expansion of existing business and the attraction of new industries (RPC, LGV, COM, DCA, EOG, DLES).

Policy 25.2.1.3. Local government comprehensive plans and local industrial development efforts should give emphasis to relocating existing firms from inappropriate local locations to appropriate new local locations such as industrial parks, thereby eliminating local nuisances and providing expansion space for local industry (RPC, LGV, DCA, COM).

SEE ALSO THE ECONOMY Policies 22.1.2.7., 21.1.2.8., EMPLOYMENT Policies 25.1.3.1., 25.1.4.6., 25.1.5.7.

REGIONAL GOAL 25.2.2. Expand the responsibilities of existing economic development programs to improve economic development and job opportunities in the region (State Plan Policies 25.2, 25.3, 25.4, 25.6).

Measure: Change in the number of employees by SIC code.

Policy 25.2.2.1. Coordination of economic development in economically distressed areas shall be improved (RPC, LGV, DCA, DACS, EOG, DLES).

Policy 25.2.2.2. Job training programs based on documented labor needs shall be increased (DLES).

Policy 25.2.2.3. A coordinating body for regional economic concerns of existing north central Florida businesses, local governments, and state agencies shall be maintained (COM, DCA, DACS, EOG, RPC, LGV).

SEE ALSO HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policy 13.1.4.1., THE ECONOMY Policies 22.1.2.1., 22.1.2.2.

REGIONAL GOAL 25.2.3. Assure access to the job market by improving students knowledge of the labor market (State Plan Policies 25.2, 25.3, 25.4, 25.6).

Measure: Annual change in the number of community college and high school graduates who seek to enter the work force and find employment in 12 months after graduation.

Policy 25.2.3.1. The provision of career-type work experience should be increased through information systems and guidance-placement programs (DOE, CSB).

Policy 25.2.3.2. Work experience programs for secondary school students should be expanded and qualitatively improved through a strategy of technical assistance and the vigorous dissemination of what is known about school-arranged work experience in the region (DOE, CSB).

Policy 25.2.3.3. An increase in cooperative arrangements of trade associations, service organizations, unions, public and private employers to provide more work experience opportunities should be encouraged (DLES).

Policy 25.2.3.4. Instruction in basic skills (literacy and computation) should be integrated with vocational training on a larger scale than at present (DOE, CSB).

Policy 25.2.3.5. Work experience participation combined with instruction in basic skills should be increased, especially for youth in high unemployment areas (DOE, CSB, DLES).

Policy 25.2.3.6. The number of visits, field trips, etc. to bring students into greater contact with employers and workers should be increased (DOE, CSB).

Policy 25.2.3.7. A committee of the Private Industry Council which would disseminate local occupational data and information to schools should be established (RPC, DOE, CSB).

Policy 25.2.3.8. Counseling in secondary schools should be reformed to reflect a consumer advocacy approach, which focuses on helping students get accurate feedback and information about their academic achievement and aptitudes (DOE, CSB).

REGIONAL GOAL 25.2.4. Economic self-sufficiency shall be promoted through training and educational programs which result in productive employment for all healthy adults (State Plan Policies 25.2, 25.3, 25.4, 25.6).

Measure: Annual change in unemployment rates.

Policy 25.2.4.1. The number of training programs for disabled persons, accessible to all counties of the region, should be increased (DLES, HRS).

Policy 25.2.4.2. Training programs for persons receiving public assistance should be increased and the percentage of persons requiring public assistance should be eventually decreased throughout the region (HRS, DLES).

Policy 25.2.4.3. The number of businesses and employment opportunities in low-to-moderate income neighborhoods should be increased (RPC, LGV, COM, DCA).

SEE ALSO EMPLOYMENT Policies 25.1.1.2., 25.1.4.5.

REGIONAL GOAL 25.2.5. Increase job opportunities in the region for all types and levels of employment (State Plan Policies 25.2, 25.3, 25.4, 25.6)

Measure: Annual change in the number of employees by SIC code.

Policy 25.2.5.1. The number of participants in job training programs in the region should be increased (DLES).

Policy 25.2.5.2. The number of long-term employment opportunities within each county in the region should be increased (DLES).

Policy 25.2.5.3. Technical assistance and capital formations to small and minority-owned businesses offered in the region should be increased (RPC, LGV, DCA, COM).

Policy 25.2.5.4. The feasibility of establishing/administering a revolving loan fund for economic development activities within the region should be investigated (RPC, LGV, COM, DCA).

SEE ALSO HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE Policy 13.1.1.5.,
THE ECONOMY Policies 22.1.2.2., 22.1.2.4.

STATE GOAL 26: PLAN IMPLEMENTATION

Systematic planning capabilities shall be integrated into all levels of government in Florida with particular emphasis on improving intergovernmental coordination and maximizing citizen involvement.

Note: The goals and policies section of the regional plan is to be construed as a whole. Please review Governmental Efficiency for additional applicable regional goals and policies.

26.1. Regional Issue/Cluster Title #75: Intergovernmental Coordination and Cooperation

REGIONAL GOAL 26.1.1. Establish intergovernmental coordination and cooperation necessary to implement state, regional and local comprehensive plans (State Plan Policies 26.1, 26.2, 26.3, 26.4, 26.5, 26.6, 26.7, 26.8).

Measure: Annual change in the number of local government comprehensive found to be consistent with state and regional plans.

Policy 26.1.1.1. All levels of government should establish planning practices which are capable of responding to changing state policies and goals (All Agencies).

Policy 26.1.1.2. Every level of government should have the resources to implement comprehensive policy plans (All Agencies).

Policy 26.1.1.3. Ensure that comprehensive regional policy plans and local plans implement and accurately reflect state goals and policies and address regional issues (All Agencies).

Policy 26.1.1.4. Ensure that state agency functional plans reflect state goals and policies and are consistent with state law (All Agencies).

Policy 26.1.1.5. Regional planning should ensure the cooperation among communities, irrespective of political boundaries, to protect the environment and improve social and economic programs (All Agencies).

Policy 26.1.1.6. Effective monitoring, incentive and enforcement capabilities should be established to verify that requirements established by regulatory programs are met (All Agencies).

Policy 26.1.1.7. Simplify, streamline, and make more predictable the existing permitting procedures (DCA, DNR, LGV).

26.2. Regional Issue/Cluster Title #76: Citizen Participation

REGIONAL GOAL 26.2.1. Encourage citizen participation at all levels of policy development, planning and operations. (State Plan Policy 26.6).

Measure: Annual change in the number of local government comprehensive plans which adequately address this regional goal.

Policy 26.2.1.1. Citizens should continue to be appointed to the North Central Florida Regional Planning Council (RPC, LGV).

Policy 26.2.1.2. Citizens should continue to be appointed to the Council's Board of Directors (RPC).

Policy 26.2.1.3. Citizens should continue to be appointed to both standing and ad hoc committees which advise policy boards (RPC, LGV).

Policy 26.2.1.4. The Regional Planning Council should continue to distribute newsletters, brochures and public information briefs to notify the public of Council operations (RPC).

Policy 26.2.1.5. Citizen appointees should continue to participate in Clearinghouse Committee review functions (RPC).

Policy 26.2.1.6. Citizens should be encouraged to participate in the regional and local comprehensive planning review process (RPC, LGV).

Policy 26.2.1.7. Citizens should be encouraged to participate in the review of state agency functional plans (EOG, LGV, RPC).

Policy 26.2.1.8. Citizens should participate in meetings of local government (All Agencies).

Policy 26.2.1.9. Citizens should vote in all local, state and national elections (All Agencies).

Policy 26.2.1.10. Citizens should communicate with local, state and nationally elected officials (All Agencies).

V

IMPLEMENTATION STRATEGY

INTRODUCTION

The following element consists of three major parts: growth management; intergovernmental coordination; and on-going planning.

The first of the three describes the preferred patterns of growth in the region and discusses the manner in which the previously established regional goals, policies and standards should be applied to increase the probability that the preferred alternative will become a reality. This portion also includes a discussion of Council implementation activities, specifically with regard to the carrying out of its responsibilities as specified in Chapters 186, 163, and 380, Florida Statutes.

The second part of this element identifies those federal, state, regional or local agencies responsible for implementing the specific regional goals and policies and suggests methods for coordinating agency actions in promoting the regional goals and policies.

The third and final section of this chapter lists those studies or activities that are needed to refine the plan and further its implementation. This section begins with a description of the methods by which the Council will measure and document progress in meeting the goals of the North Central Florida Regional Policy Plan.

GROWTH MANAGEMENT

SUMMARY OF DEVELOPMENT TRENDS

Between 1960 and 1985, the number of people in the region increased from 172,864 to 335,121, a near doubling of the population (162,257 for a 93.9% increase) over that 25-year period. Official state projections suggest that this percentage increase will be more than halved over the next 25 years with the regional population increasing by only 139,079 for a 41.5 percent change, resulting in a total 2010 population of 474,200.

A very large share of the past growth (60.9%) and, perhaps not surprisingly, a very large share of the new growth (59.0% representing an increase of 80,900) is expected to occur within Alachua County. Columbia County is projected to increase by 15,542 which will cause it to surpass the 50,000 population mark, making it the second Census-defined Metropolitan Statistical Area (MSA) in the region. Other

Census-defined Metropolitan Statistical Area (MSA) in the region. Other counties projected to grow by more than 5,000 people by the year 2010 are Suwannee (8,845), Bradford (7,600), Taylor (5,636), and Dixie (5,294). According to these projections, Dixie County will have the highest percentage increase at 57.5 percent, followed by Gilchrist (47.4%), Alachua (46.8%) and Lafayette (42.3%).

Nearly one-half of this population increase occurred between 1970 and 1980, during which time total employment jumped from 62,120 in 1970 to 102,402 in 1980 for a 65.0 percent increase. Not surprisingly, the largest increases in employment also occurred in those same counties that increased the most in total population (Alachua +28,683; Columbia +4,144; and Suwannee +2,613). Hamilton County was fourth at 2,598 primarily due to a significant expansion of Occidental Chemical Company mining activities, but a large number of the new workers located in neighboring Columbia and Suwannee--larger counties which were better able to accommodate sudden increases in the demand for housing and associated services.

Growth in the retirement age group accounted for most of the remaining increase in total population. The number of persons aged 65 and over increased in every county in the region between 1970 and 1980, with 7 of the 11 counties increasing their elderly population by more than 50.0 percent. The higher numerical increases occurred in Alachua (4,163), Columbia (1,301), and Suwannee (1,223), but the highest percentage increases occurred in Dixie (89.3%), Suwannee (65.0%), Alachua (63.2%), Gilchrist (60.1%), and Bradford (59.4%).

Associated with this growth in the retirement population is that a large number of the in-migrating population came from other parts of Florida. This new trend in population movements, first discerned during the 1970's, suggests that a number of Floridians are beginning to look to north central Florida for relief from the higher costs of living and other problems generally associated with the more urbanized environments of other parts of the state. Perhaps due in part to their past experience, a large number of these people are re-establishing themselves in mobile homes located in the rural areas of the region, typically in close proximity to the Suwannee River system and associated lakes.

In summary, population growth occurring within the region over the past 10 to 15 years has been fueled primarily by growth in the economy and increases in the retirement population. The vast majority of this growth has been absorbed by Alachua and Columbia counties, especially within the urbanizing areas of Gainesville, the City of Alachua and Lake City--all located along the I-75 corridor. Significant in terms of percentage increase, but less significant in terms of total numbers is the growth that has been occurring along the rivers and lakes within the more agriculturally-oriented rural counties of the region.

Given more recent but, as yet, not fully verified trends in economic and subdivision activity within the region, these patterns of growth are expected to strengthen and continue for an indefinite number of years into the future.

PRESENT PATTERNS OF GROWTH

Two types of land development patterns in the region have emerged over the past 25 years: (1) urban sprawl--best illustrated by the cities of Gainesville and Lake City where, as previously noted, a significant amount of the total regional population and economic growth has occurred; and (2) rural residential--best represented by the development of one-acre plus lots along the rivers and lakes that make up the Suwannee River system.

The urban sprawl development pattern is similar to that experienced in other parts of the state and the nation, with new residential growth occurring as suburban development and new industrial growth being attracted to nearby interstate highways. In the case of Gainesville, in particular, and Lake City, perhaps to a lesser degree, both forces have worked to establish and, then, reinforce a westward direction of growth away from the original urban core. In the case of Gainesville, a second major thrust of growth has occurred between it and the City of Alachua along U.S. 441 which first parallels, and then finally crosses under I-75 at the northern extent of the city.

The rural residential development pattern is occurring to varying degrees in every county within the region. While most of the actual population increases not occurring as urban sprawl have occurred in those areas immediately adjacent to rivers and lakes, a considerable amount of speculative land development in rural areas not associated with either of these two areas has occurred in the form of small 5- to 10-acre ranchettes--with lot sizes usually determined by the road paving requirements of the particular county's subdivision regulations. The rural residential development pattern is also typified by the use of mobile homes as opposed to site-built conventional houses.

These growth patterns have resulted in the development of a number of regional land and water resource issues such as the following:

- inefficient use of existing public facilities and services such as central water and sewer services, fire and police protection, garbage pick-up, and others;
- improper development along existing major transportation arteries which has reduced their capacity and created traffic hazards;
- inappropriate land uses within environmentally sensitive areas such as wetlands, aquifer recharge areas, and areas prone to flooding;
- the cumulative impact of dredging and filling of wetlands within the region;
- increased costs of providing public or publicly-subsidized services to citizens within the region, including social services, created by the increasing number of people locating in remote areas of the counties;

- conflicts among land uses created by the development of residential subdivisions within areas traditionally used for agriculture and forestry operations; and
- the dramatically increased use of mobile homes, especially in the rural areas of the region, which add little, if any, value to local governments tax base yet add significantly to the costs of providing government services.

These and many other regional issues are discussed in some detail in the background statements included in the Regional Issues chapter. Regional goals and policies are established to address these and the other regional issues in Chapter IV.

The regional goals and policies, a number of which can be in conflict with one another depending upon the situation, can be translated into different land development patterns depending on their interpretation, that is, which goals/policies are given priority over the other in the event of a conflict. The traditional example of conflict is the promotion of economic development versus the preservation of the environment. Another example, perhaps more appropriate to this region, is the lower costs of land to the individual who locates in the less densely populated and, in some cases, remote areas of the region versus the higher costs of providing public services, the creation of land use conflicts and other problems that arise from that type of land development pattern.

In order to establish the general direction of the plan in terms of growth management, the next two sections of this chapter discuss the preferred patterns of future growth of the region and how the plan should be interpreted when conflicts occur between plan goals and policies.

PREFERRED PATTERNS OF FUTURE GROWTH

With the exception of the limitations imposed by certain types of natural resources, the region presents very few limitations to development. High quality water is plentiful and, for the most part, the regional transportation system operates well below capacity. Land is also available in plentiful supply even though most of it is owned by agriculture and silviculture interests. Recent experience suggests that land currently used for agricultural and forestry operations will be made available when it is wanted for a more intensive use. In fact, a number of the timber companies have established special land development divisions for the purpose of converting land they own into residential communities or other types of development which may offer a greater return on the investment.

Although land, water and transportation may not currently be limiting factors, other factors enter in which do limit the number of development options such as concerns over the protection of the water supply, the cost-effectiveness of providing public services, and other issues such as those identified in the preceding section. These limitations are

factored in through the preparation of comprehensive plans which are designed to direct the future growth and development of an area.

Based upon an evaluation of the regional issues and consistent with the State Comprehensive Plan, the North Central Florida Comprehensive Regional Policy Plan proposes to direct future growth to existing urban areas where, at least to some extent, infrastructure exists and public services are available to serve the new residents. Among other things, the plan also discourages the development of the rural areas of the region for rural residential purposes and further proposes to protect and preserve regionally significant natural areas.

Given existing development patterns in the region and incorporating future patterns of development as these have been anticipated in local government comprehensive plans, following all of the goals and policies included in this regional plan through the year 2010 would result in an overall development pattern depicted on the following Growth Management Map.

The categories included on the map are defined as follows:

Urban - areas which are designated by local government future land use plans (adjusted by regional policies where appropriate) to be part of an expansion of towns and cities which function as central places for commerce, business, industry, social, cultural and other punctiform land uses, and which have lots averaging five acres or less in size for any given square mile of area.

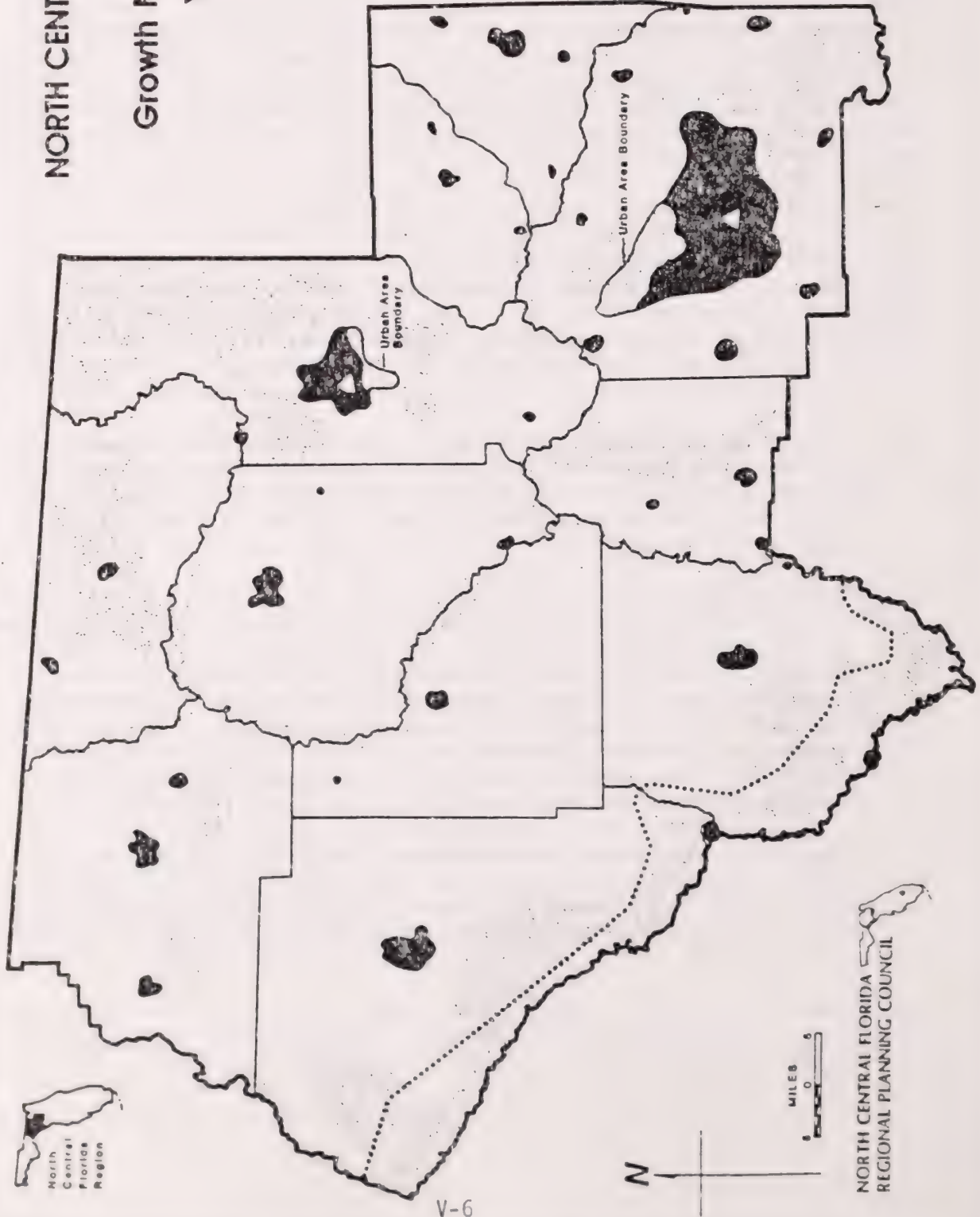
Rural - areas which are designated agriculture, silviculture, mining or other non-punctiform land uses by local government future land use plans (adjusted by regional policies where appropriate), and which have lots averaging more than five acres in size for any given square mile of area.

Regional Activity Centers - major development centers which, because of their size, density, and function, require a separate development regulatory framework to provide for their upscaled infrastructure needs. Regional Activity Centers are characterized by intense concentrations of activity integrating housing with commercial, employment and cultural/recreational opportunities. The intent of a center is to transfer development activity from a sprawl-type development pattern to a central core area where the benefits derived from concentrated development may accrue.

Regionally Significant Natural Areas - natural areas which, based on their intrinsic values, should be preserved in their natural state or, at a minimum, should have their natural functions protected. The values are generally defined in terms of a function these areas

NORTH CENTRAL FLORIDA REGION

Growth Management Map Year 2010



LEGEND

Urban

Rural

Regional Activity Center

Regionally Significant

Natural Areas

Hurricane Surge Line

Illustration II

North
Central
Florida
Region

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NORTH CENTRAL FLORIDA
REGIONAL PLANNING COUNCIL

provide to the region such as water recharge to the Floridan aquifer or the recreational values provided by a state park. These areas become "regionally significant" when they represent actual or potential substantial impacts on the citizens of more than one local government.

PLAN INTERPRETATION

As intended by Chapter 186, Florida Statutes, and Rule 27E-4, Florida Administrative Code, the plan contained within these pages represents a plan for the region and not just a plan developed around the existing capabilities of the Council to implement it. Similar to the State Comprehensive Plan, implementation of the regional plan requires the efforts of all public and private agencies operating within the region. In order for this effort to be successful, the overall direction and intent of the plan must be firmly established and understood by all those involved in its implementation. Therefore, this section establishes the guidelines within which the plan shall be interpreted.

Similar to other levels of planning where policy decisions are made based upon a plan which contains conflicting goals and policies, this regional policy plan also contains many goals and policies which, from time to time, may be in conflict with one another when applied to a specific situation. In addition, strictly interpreted and applied on an individual basis, many of the goals and policies would not only be in conflict with each other, but would be impractical, if not in fact, impossible to implement. Therefore, following the legislative intent as established in Section 187.101(3), F.S., Section 163.3177(10), F.S. and traditional planning practice, the application of this plan to a specific situation shall be conducted utilizing the following guidelines:

- * That the goals and policies contained in this plan should be reasonably applied where they are environmentally and economically feasible, not contrary to the public interest, and consistent with the protection of private property rights;
- * That the plan shall be construed as a whole and that no specific goal or policy shall be applied in isolation from other goals and policies of the plan; and
- * That consistency of other plans and activities with this plan shall be found if the plans or activities are determined to be "compatible with" and "furthers" this plan. The term "compatible with" means that the other plan or activity is not in conflict with this plan. The term "furthers" means to take action in the direction of realizing the goals or policies of this plan.

The application of these guidelines in a review situation should result in the reviewing agency's balancing of the beneficial and adverse impacts that might be created by a proposed plan or development. Such impacts might trigger the application of any number of goals and policies found in this plan--any one of which taken individually might result in the development being approved or denied based on only one criterion.

Also, the application of these guidelines should not necessarily result in a finding of inconsistency should a proposed plan or activity not quite be meeting a standard established by this plan. For example, in the case of water quality this plan requires that water be of potable quality prior to entering sinks or drainage wells with direct connection to the Floridan aquifer. Should a proposed plan or activity be found to be making progress in addressing this issue even though it may not quite be meeting the "potable" standard, the plan or activity should not be found to be inconsistent with this plan based only on this finding.

In addition to the guidelines established above, when conflicts arise between the goals and policies of this plan, the Council and others involved in its implementation shall give precedence to those goals and policies which further the primary principles on which the plan is based. With no assigned order of priority, these primary planning principles areas follows:

- * Expand the economic and tax base of the region;
- * Protect significant natural areas, especially those of exceptional economic or ecological value; and
- * Direct growth to designated urban development areas.

When these principles conflict in the review of a specific item, the conflict should generally be resolved as follows.

EXPANDING TAX BASE VERSUS DIRECTING GROWTH TO URBAN DEVELOPMENT AREAS

In terms of growth management, there are essentially two approaches that local governments can take in their never-ending effort to cover the costs of providing public infrastructure and services to their citizens.

The first is to accommodate development, especially economic activities, which increase the assessed values of property within their jurisdictions which, in turn, provides more money to the public coffers through ad valorem taxation. The second method is to ensure development is accommodated in a cost-effective manner, that is, permit development only in areas which already have the public infrastructure needed to serve it or in areas which can easily be served through the timely extension of public infrastructure and services.

Although different in their approach, it is obvious that these two methods can effect long-term savings and, at the same time, increase tax revenues if followed in conjunction with one another. However, an argument which often affects land use decisions is that the activity in question will increase the tax base of the county. This argument seems to be especially effective if the particular local government in question is near the limits of its taxing capability.

While the proposed development may indeed cause an increase in the tax base, other factors which should be considered are the costs of providing public infrastructure and services to the activity--especially if the activity is being proposed in a rural or remote area of the county.

As has been noted earlier, the subdivision of rural land for residential purposes is the most common problem in this region. In an increasing number of these subdivisions, the areas develop with mobile homes which provide little, if any, tax base to the local governments.

Through experience gained over the last 10 to 15 years, most of the region's counties now require the developer to pave the roads within his subdivision, but this only accounts for one of the more obvious costs to local governments that are created by this type of development. Other, more hidden costs, are those associated with providing fire and police protection, solid waste collection, transportation and other services to residents living some distance from the source of these services. It should also be noted that the provision of these services is not a one-time or occasional expense, but rather is an on-going expense which does not take long to surpass the initial capital costs associated with roads and other facilities.

For these reasons, the intent of this plan is to generally give precedence to ensuring efficient growth patterns through directing growth to designated urban areas over that of expanding the tax base when these two principles are in conflict. This interpretation should apply except in those situations where a significant long-term economic advantage will accrue to the region such as the type identified in the case described below.

ECONOMIC DEVELOPMENT VERSUS DIRECTING GROWTH TO URBAN DEVELOPMENT AREAS

While the above interpretation is directed primarily to addressing the long-term costs associated with rural residential development, there are situations where deviation from this interpretation may be justified, especially if the development in question is a resource-based economic activity which will increase both the tax and economic base of the region. In cases where these two principles may be in balance, other principles may ultimately determine the final decision--such as in the case described below.

ECONOMIC DEVELOPMENT VERSUS PROTECTING SIGNIFICANT NATURAL AREAS

As has been noted in numerous places throughout this plan, the North Central Florida Region contains a large number of identified regionally significant natural areas--many of which add significantly to the economic base of the region. The plan therefore proposes that these areas be preserved for their economic as well as ecological values.

Similar to residential development, economic development should also be directed to urban areas which contain the labor and infrastructure necessary to accommodating this type of activity. However, as noted above, some economic activities need to be located near their resource. Commercial seafood businesses, fish camps and marinas along the Gulf coast and within the Suwannee-Santa Fe River system are probably the best examples of this type of activity in the region.

As has been noted earlier, these industries are dependent on the continued health of the natural resource which provides them their livelihood. Given the importance of these industries and these natural resources to the economy of the region and the state, precedence should generally be given to protecting the natural resources over those types of economic activities which would cause long-term damage to the resources--even though the proposed activity may be resource-based and could create a larger tax base than the existing industries. An example of this might be the massive amount of restructuring of the region's coastal areas that would be necessary to accommodate large-scale development which, in turn, would be dependent upon the creation of large expanses of man-made beaches in order to become economically viable.

PROTECTING SIGNIFICANT NATURAL AREAS VERSUS DIRECTING GROWTH TO URBAN DEVELOPMENT AREAS

As can easily be seen by viewing Illustration II, there are a number of designated urban development areas located within or immediately adjacent to identified regionally significant natural areas. Furthermore, in many cases it is anticipated that the urban areas will continue to grow and encroach even further into the identified natural areas.

In some cases, growth will be limited due to the high costs of overcoming the natural environment. This will especially be true for those areas along the Gulf coast which have very little high ground on which to safely build. State and federal regulations also increase the costs of development due to the fact that these areas are subject to hurricane and flooding hazards. The inland City of Live Oak and some of the towns along the Suwannee also have flooding problems and face other natural impediments to growth. Other significant natural areas located immediately adjacent to urban areas, such as Paynes Prairie and San Felasco Hammock, have been purchased for purposes of preservation by the state or federal government. This also affects the ability of some urban areas to grow. At a minimum, it affects the direction of future growth.

In other cases, the identified natural feature is not so obvious and is not as difficult to overcome--especially if no effort is given to its protection. One of the more significant and, perhaps, widespread example is those natural areas identified as stream-to-sink recharge. This affects such urban areas as Jasper, Lake City, and the Gainesville-Alachua corridor. In these cases, future growth could be adversely affected by the higher costs associated with the proper

development of these areas--which may include the dedication of some land areas for purposes of preservation.

In both of these cases, urban development should generally take precedence provided that appropriate development controls are in place to minimize adverse impacts on the natural resource.

COUNCIL IMPLEMENTATION ACTIVITIES

The Council has two primary methods through which its comprehensive plan can be implemented--one of which consists of review activities mandated by Florida law. The most effective method, however, will probably be neither a review activity nor one mandated by law.

As it has in past years, the Council continues to provide a considerable amount of technical assistance to local governments in the area of planning and community development activities. This assistance is provided at cost upon request by the local government. Since a large part of the burden for implementing both the state and regional policy plans falls to local governments, especially in the area of growth management, the Council is in a position to ensure that, at a minimum, state and regional goals and policies are addressed in the local plan preparation process--this as opposed to waiting until the plan is submitted for formal review. At this time, the Council is assisting 10 of the 11 counties contained within the North Central Florida Region with the revision and update of their local government comprehensive plans as required by recent amendments to Chapter 163, Florida Statutes.

The Council also provides assistance to local governments in the planning and administration of the Community Development Block Grant (CDBG) program through which it can ensure that the proposed activities included in the applications for federal assistance are consistent with and are furthering state and regional goals.

Economic development is another major area in which the Council is involved in the provision of planning and technical assistance activities through which the implementation of both state and regional goals can be pursued. First, the region has been designated an Economic Development District (EDD) by the Economic Development Administration, U.S. Department of Commerce, which provides financial assistance to the Council to plan and administer the program, and to local governments for project implementation. Second, the Council is the planning and administering entity for the 11-county region for the Job Training Program Act (JTPA). Through these two programs, the Council can advance the implementation of state and regional goals and policies related to enhancing economic and employment opportunities within the region.

The last major area of Council technical assistance activities is the provision of transportation planning assistance to the Gainesville Urbanized Area Metropolitan Transportation Planning Organization (MTPO) which is composed of the city and county commissioners for the City of Gainesville and Alachua County. Although in accordance with Chapter 339, Florida Statutes, the Council and the MTPO have adopted an

agreement to ensure that their respective plans are consistent to the maximum extent possible, the Council is in a position which will allow it to bring state and regional issues to the attention of the MTPO during the plan preparation process, again as opposed to waiting until later, more formal stages of the adoption process have begun.

The second primary method by which the Council will pursue implementation of its plan is through a number of review processes established by federal and state law. These are as follows: Intergovernmental Coordination and Review (IC&R) process, established by Presidential Executive Order 12372 and State of Florida Executive Order 83-150; the review of updates to the State Comprehensive Plan and state agency functional plans prepared pursuant to Chapter 186, Florida Statutes; the review of local government comprehensive plans as provided by Chapter 163, Florida Statutes; and the review of Developments of Regional Impact (DRI), a process established by Chapter 380.06, Florida Statutes.

The IC&R process requires most applications for federal assistance originating from public and private agencies or individuals within an area to be submitted to state and regional clearinghouses for review and comment to the funding agency regarding the proposed activity's consistency with state, regional and local plans or programs. The federal program allows each state to determine its level and method of participation. Florida decided to establish a program which includes a single state clearinghouse and series of regional clearinghouses, one for each of the 11 regional planning districts throughout the state. The federal government also uses this process to provide for state, regional and local input into permitting decisions to be made by a federal agency, the most common of which are dredge and fill requests to the Army Corps of Engineers, and on major construction projects to be undertaken by a federal agency. Whatever their origin, private or federal, some of these projects are of such magnitude that they require the preparation of an Environmental Impact Statement (EIS). The State of Florida also utilizes the clearinghouse process to obtain comments on state plans or projects. In all of these cases, the Council will use the goals and policies included in its plan as a basis for comment.

The next two review processes, the review of state and local plans, are discussed together due to their critical role in the functioning of the state-regional-local planning framework which has been established as a top-down, bottom-up, continuing planning process. This means that although general direction will be established by the Legislature and the Governor through the State Comprehensive Plan, local and regional issues can effect and influence this direction in the way these issues are treated in local and regional plans. A primary mechanism for getting input into the state planning process will be through the review of updates to the State Comprehensive Plan and state agency functional plans. This will provide a formal opportunity for regional planning councils and local governments to make available regional and local facts, information and policy decisions to the Legislature, the Governor and the state agencies. Similarly, the review of local plans provides the state and the Council with an opportunity to ensure that state and regional issues are adequately addressed by units of local government.

As in the case of the IC&R process, the Council will utilize its goals, policies and standards to provide the framework and basis for its comments on state and local plans.

The last major review process to be discussed was established by the 1972 Legislature to ensure that state and regional concerns were adequately addressed by local governments in the permitting of developments which, due to their type, size or location, have the potential of creating substantial impacts on the citizens of more than one county. Termed "Developments of Regional Impact" (DRI), this review process provides for regional planning council review of these projects for the purpose of advising the affected local governments of both the beneficial and adverse regional impacts that may be created by the development and to recommend approval, approval with conditions or denial based on an analysis and overall evaluation of these impacts. While this review process typically has much less overall influence than the review of state and local plans on the growth and development of a region, it is nonetheless an important means of regional plan implementation. The Council will again use its adopted goals, policies and standards as the basis for making its evaluation and recommendation to local governments on these projects.

In accordance with Chapter 186.507(1), F.S., this section concludes with a listing of regional issues (goals, policies and standards) that may be used in the review of developments of regional impact as defined by Chapter 380.06, F.S.

STATE GOAL 1: EDUCATION

Regional Issue 1.1 - Improving Student Performance
Regional Goal 1.1.5., Regional Policy 1.1.5.1.

STATE GOAL 5: HOUSING

Regional Issue 5.1 - Availability and Affordability of Housing
All Regional Goals, Policies and Standards included under this Regional Issue.

STATE GOAL 6: HEALTH

Regional Issue 6.11 - Environmental Health Care Protection
All Regional Goals, Policies and Standards included under this Regional Issue.

STATE GOAL 7: PUBLIC SAFETY

Regional Issue 7.1 - Crime Prevention

Regional Goal 7.1.1., Regional Policy 7.1.1.4.

Regional Issue 7.2 - Safe and Secure Citizenry

Regional Goal 7.2.2., Regional Policies 7.2.2.1., 7.2.2.2. and 7.2.2.8;
Regional Goal 7.2.3., All Regional Policies and Standards included under
this Regional Goal.

Regional Goal 7.2.4., All Regional Policies and Standards included under
this Regional Goal.

STATE GOAL 8: WATER RESOURCES

Regional Issue 8.1 - Protection of the Water Supply

All Regional Goals, Policies and Standards included under this Regional
Issue.

Regional Issue 8.2 - Protection of Water Resources

All Regional Goals, Policies and Standards included under this Regional
Issue.

Regional Issue 8.3 - Protection of Natural Systems

All Regional Goals, Policies and Standards included under this Regional
Issue.

STATE GOAL 9: COASTAL AND MARINE RESOURCES

Regional Issue 9.1 - Protection of Coastal Resources

All Regional Goals, Policies and Standards included under this Regional
Issue.

Regional Issue 9.2 - Protection of Marine Resources

All Regional Goals, Policies and Standards included under this Regional
Issue.

Regional Issue 9.3 - Public Safety and Access in Coastal Areas

All Regional Goals, Policies and Standards included under this Regional
Issue.

STATE GOAL 10: NATURAL SYSTEMS AND RECREATIONAL LANDS

Regional Issue 10.1 - Protection of Natural systems

All Regional Goals, Policies and Standards included under this Regional
Issue.

Regional Issue 10.2 - Protection of Endangered Species

All Regional Goals, Policies and Standards included under this Regional
Issue.

Regional Issue 10.3 - Land Management and Use

All Regional Goals, Policies and Standards included under this Regional Issue.

Regional Issue 10.4 - Parks and Recreation

All Regional Goals, Policies and Standards included under this Regional Issue.

STATE GOAL 11: AIR QUALITY

Regional Issue 11.1 - Improving Air Quality

All Regional Goals, Policies and Standards included under this Regional Issue.

STATE GOAL 12: ENERGY

Regional Issue 12.2 - Efficient Use of Energy

All Regional Goals, Policies and Standards included under this Regional Issue.

STATE GOAL 13: HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE

Regional Issue 13.1 - Reducing Hazardous Waste and Materials

All Regional Goals, Policies and Standards included under this Regional Issue.

Regional Issue 13.2 - Wastewater and Solid Waste Treatment and Disposal

All Regional Goals, Policies and Standards included under this Regional Issue.

STATE GOAL 14: MINING

Regional Issue 14.1 - Reclamation of Mined Areas

All Regional Goals, Policies and Standards included under this Regional Issue.

Regional Issue 14.2 - Mining Regulation

All Regional Goals, Policies and Standards included under this Regional Issue.

Regional Issue 14.3 - Environmental Protection

All Regional Goals, Policies and Standards included under this Regional Issue.

Regional Issue 14.4 - Providing for Environmental Health Care Protection

All Regional Goals, Policies and Standards included under this Regional Issue.

STATE GOAL 15: PROPERTY RIGHTS

Regional Issue 15.1 - Protecting Property Rights

All Regional Goals, Policies and Standards included under this Regional Issue.

STATE GOAL 16: LAND USE

Regional Issue 16.1 - Balanced and Planned Development

All Regional Goals, Policies and Standards included under this Regional Issue.

Regional Issue 16.2 - Natural Resources Preservation

All Regional Goals, Policies and Standards included under this Regional Issue.

STATE GOAL 18: PUBLIC FACILITIES

Regional Issue 18.1 - Maximizing the Use of Existing Public Facilities

All Regional Goals, Policies and Standards included under this Regional Issue.

Regional Issue 18.2 - Planning for Public Facilities

All Regional Goals, Policies and Standards included under this Regional Issue.

STATE GOAL 19: CULTURAL AND HISTORICAL RESOURCES

Regional Issue 19.1 - Access to Cultural and Historical Resources

Regional Goal 19.1.1., Regional Policies 19.1.1.6. through 19.1.1.8., 19.1.1.11. and 19.1.1.13.

STATE GOAL 20: TRANSPORTATION

Regional Issue 20.1 - Integrated Transportation Systems

All Regional Goals, Policies and Standards included under this Regional Issue.

Regional Issue 20.2 - Transportation to Aid Growth Management

All Regional Goals, Policies and Standards included under this Regional Issue.

STATE GOAL 21: GOVERNMENTAL EFFICIENCY

Regional Issue 21.1 - Intergovernmental Coordination

Regional Goal 21.1.3.

STATE GOAL 22: THE ECONOMY

Regional Issue 22.1 - Economic Stability

All Regional Goals, Policies and Standards included under this Regional Issue.

Regional Issue 22.2 - Job Opportunities

All Regional Goals, Policies and Standards included under this Regional Issue.

STATE GOAL 23: AGRICULTURE

Regional Issue 23.1 - Agricultural Industry

Regional Goal 23.1.2., Regional Policies 23.1.1.3., 23.1.1.6, 23.1.1.7, 23.1.1.9., and 23.1.1.10.

STATE GOAL 25: EMPLOYMENT

Regional Issue 25.2 - Assuring Access to the Job Market

Regional Goal 25.2.4., Regional Policy 25.2.4.3.

INTERGOVERNMENTAL COORDINATION

State, regional and local intergovernmental coordination is central to the design and implementation of the North Central Florida Comprehensive Regional Policy Plan. The comprehensive planning process requires the identification of state and local government agencies which will be involved in the implementation of each of the 25 state goals.

Agencies responsible for implementing regional policies are indicated in parentheses at the end of each policy statement throughout the policy section of the plan. In order to give direction to agencies which will be responsible for implementing region policies, the following text identifies the primary role of each agency. These roles are identified by descriptive terms which include advisory, fiscal, planning, operational, regulatory, and all of the above. The advisory role refers to the provision of technical assistance, data and information. Agencies with fiscal responsibilities assist in goal implementation by providing financial assistance. Planning refers to agencies which have the primary responsibility to develop goals and policies to guide programs, expenditures and capital improvements which further the goals of the regional plan. The operational agency role refers to program implementation, while regulatory describes the role of agencies and local governments which administer and enforce the regulatory requirements of ordinances, statutes and federal laws. Identified agencies will define further responsibilities and activities necessary for plan implementation.

Data collection and analysis, and the timely exchange of data between state agencies, the North Central Florida Regional Planning Council and local governments are required for the updating and refinement of

comprehensive plans and are essential to the overall growth management and planning process. All agencies and local governments are responsible for identifying and collecting data necessary to develop comprehensive plans to further the goals of the State Comprehensive Plan.

STATE GOAL 1: EDUCATION - The implementation of regional goals under State Goal 1 will require the coordination and cooperation of several agencies. The Department of Education and county school boards will primarily have advisory, fiscal, planning and operational responsibilities. The Executive Office of the Governor will have an advisory role and the North Central Florida Regional Planning Council will have a planning role in the implementation of regional education goals.

STATE GOAL 2: CHILDREN - The implementation of State Goal 2 requires the efforts of an interagency task force comprised of members representing the Department of Education, county school boards, Department of Corrections, Department of Health and Rehabilitative Services, Department of Law Enforcement, and Department of Transportation, all of which will assume advisory, fiscal, planning and operational roles in the implementation of these goals. The North Central Florida Regional Planning Council will have a planning role. Fiscal assistance provided by the Department of Agriculture and Consumer services will also be required.

STATE GOAL 3: FAMILIES - The Department of Corrections, Department of Education, Department of Health and Rehabilitative Services, Department of Law Enforcement and county school boards will assist with the implementation of these goals by performing advisory, fiscal, planning and operational roles. The North Central Florida Regional Planning Council will have a planning role.

STATE GOAL 4: ELDERLY - Specific roles should be carried out by various agencies to allow for the implementation of regional goals. The Executive Office of the Governor will perform an advisory role and the North Central Florida Regional Planning Council will provide planning input. The U.S. Department of Health and Human Services will perform a fiscal role, while the Florida Departments of Health and Rehabilitative Services, Transportation and U.S. Department of Interior will perform advisory, fiscal, planning and operational functions.

STATE GOAL 5: HOUSING - The implementation of the regional goals under State Goal 5 will require the coordination and cooperation of several agencies. The Department of Community Affairs, Department of Education, Executive Office of the Governor, and the North Central Florida Regional Planning Council will have advisory, operational, and planning responsibilities. In addition, the Department of Community Affairs, and local governments will have regulatory responsibilities.

STATE GOAL 6: HEALTH - A task force of numerous agencies will be necessary to oversee the implementation of State Goal 6. These agencies include the Department of Education, Department of Health and Rehabilitative Services, Department of Law Enforcement, Department of Transportation, county school boards, Department of Corrections, Department of Agriculture and Consumer Services and the U.S. Department of Interior. These agencies have advisory, fiscal, planning and operational roles in the implementation of regional health goals. The efforts and expertise of other local and state agencies will also be involved, such as the United States Fish and Wildlife Service, Florida Department of Environmental Regulation and Environmental Protection Agency, which have regulatory roles. The advisory role of the Executive Office of the Governor, the fiscal role of the Department of Health and Human Services and planning functions of the North Central Florida Regional Planning Council will also make possible the implementation of State Goal 6.

STATE GOAL 7: PUBLIC SAFETY - The implementation of the regional goals under State Goal 7 requires the efforts of an interagency task force comprised of members representing the Departments of Corrections, Department of Education, Law Enforcement, Community Affairs, Environmental Regulation, Health and Rehabilitative Services, Highway Safety and Motor Vehicles, Corrections, and Legal Affairs, the Parole and Probation Commission, the North Central Florida Regional Planning Council, and local governments.

In addition the Departments of Corrections, Education, Law Enforcement, Community Affairs, Environmental Regulation, Health and Rehabilitative Services, Highway Safety and Motor Vehicles, Legal Affairs, and Corrections, the Parole and Probation Commission, and local governments will have an operational role in the protection of public safety.

The Department of Community Affairs, the North Central Florida Regional Planning Council, and local governments will have a planning role. In addition, the Department of Community Affairs and local governments will also have a regulatory role.

STATE GOAL 8: WATER RESOURCES - All departments and agencies are responsible for implementing water saving devices in their buildings and facilities for which they are responsible. In addition, the implementation of the other regional goals under State Goal 8 will require the coordination and cooperation of the Department of Community Affairs, United State Soil and Conservation Service, United States Fish and Wildlife Service, and the United States Department of the Interior will, all of whom have advisory, regulatory, and planning responsibilities. The North Central Florida Regional planning Council will be limited to planning and advisory roles.

STATE GOAL 9: COASTAL AND MARINE RESOURCES - The implementation of regional goals under State Goal 1 will require the coordination and cooperation of several agencies. The Departments of Community Affairs, Environmental Regulation, Natural Resources, Transportation, and Agriculture and Consumer Services, Game and Freshwater Fish Commission, Executive Office of the Governor, local governments, water management districts, The United States Environmental Protection Agency, The United States Department of the Interior, Army Corps of Engineers, and the United States Fish and Wildlife Service will have planning and operational responsibilities.

The departments of Community Affairs, Natural Resources, and Transportation, water management districts, the United States Department of the Interior, and local governments will have important operational, advisory, and planning functions. The Department of Community Affairs, the Department of Natural Resources, the Game and Freshwater Fish Commission, and the North Central Florida Regional Planning Council will have important advisory roles.

The departments of Community Affairs, Environmental Regulation, Natural Resources, and Transportation, the United States Environmental Protection Agency, local governments, water management districts, the United States Department of the Interior, and the Army Corps of Engineers will have a regulatory role in the implementation of State Goal 9.

STATE GOAL 10: NATURAL SYSTEMS AND RECREATIONAL LANDS - The implementation of regional goals under State Goal 10 will require the close coordination and cooperation of local governments as well as state and federal agencies. The departments of Community Affairs, Natural Resources, Transportation, and Agriculture and Consumer Services, the Game and Freshwater Fish Commission, Executive Office of the Governor, the North Central Florida Regional Planning Council, water management districts, The United States Department of the Interior, and the United States Fish and Wildlife Service will have an advisory role.

Operational responsibilities will be held in the departments of Community Affairs, Education, Environmental Regulation, Natural Resources, and Agriculture and Consumer Services, the United States Environmental Protection Agency, Game and Freshwater Fish Commission, Executive Office of the Governor, local governments, county school boards, The United States Department of the Interior, Army Corps of Engineers, and the United States Fish and Wildlife Service.

The departments of Community Affairs, Environmental Regulation, Natural Resources, and Transportation, the United States Environmental Protection Agency, Executive Office of the Governor, the North Central Florida Regional Planning Council, local governments, water management districts, and the United States The United States Department of the Interior will have planning responsibilities.

The departments of Community Affairs, Environmental Regulation, Natural Resources, Transportation, and Agriculture and Consumer Services, the United States Environmental Protection Agency, local governments, water management districts, The United States Department of the Interior, and the Army Corps of Engineers will have regulatory responsibilities.

STATE GOAL 11: AIR QUALITY - Implementation of State Goal 11 will require close cooperation and coordination between local governments, state agencies, as well as federal agencies. The Department of Community Affairs, the North Central Florida Regional Planning Council, local governments, and the Public Service Commission will have important planning and advisory responsibilities. In addition, the Department of Community Affairs, the United States Environmental Protection Agency, local governments, Public Service Commission, and the Department of Transportation will have important operational and regulatory functions.

STATE GOAL 12: ENERGY - The cooperation of all local governments, state agencies, and federal agencies within the region are necessary for the successful implementation of State Goal 12. All agencies are anticipated to have an operational role in reducing energy consumption within their areas of operation. The departments of Community Affairs, Labor and Employment Statistics, and Natural Resources, the North Central Florida Regional Planning Council, local governments, and the Public Service Commission will have significant advisory responsibilities in the implementation State Goal 12.

The departments of Community Affairs, Labor and Employment Statistics, and Transportation, the United States Environmental Protection Agency, the North Central Florida Regional Planning Council, local governments, Public Service Commission, and the will have planning responsibilities. The Department of Community Affairs, local governments, Public Service Commission, and the Department of Transportation will have regulatory responsibilities.

STATE GOAL 13: HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE - The implementation of regional goals under State Goal 13 will require the coordination and cooperation of several agencies. The departments of Education, Transportation, and Natural Resources, local governments, and the water management districts will have advisory, operational, and planning responsibilities. In addition, the Department of Community Affairs, Department of Environmental Regulation, the United States Environmental Protection Agency, local governments, and the water management districts will have regulatory responsibilities.

The North Central Florida Regional Planning Council and local governments will have planning responsibilities.

STATE GOAL 14: MINING - The implementation of regional goals under State Goal 14 will require the close cooperation and coordination of several agencies. The departments of Community Affairs, Environmental Regulation, Highway Safety and Motor Vehicles, Transportation, and Natural Resources, the Game and Freshwater Fish Commission, Office of the Attorney General, the United States Environmental Protection Agency, the United States Department of Health and Human Services, the United

States Fish and Wildlife Service, water management districts, and local governments will have advisory and operational responsibilities.

The Department of Community Affairs, the North Central Florida Regional Planning Council, and local governments will have planning responsibilities. The departments of Community Affairs, Environmental Regulation, and Natural Resources, the United States Environmental Protection Agency, The United States Department of Health and Human Services, local governments, water management districts. The United States Department of the Interior, and the United States Army Corps of Engineers will have regulatory responsibilities.

STATE GOAL 15: PROPERTY RIGHTS - The implementation of regional goals under State Goal 15 will require the coordination and cooperation of several agencies. The departments of Community Affairs, Law Enforcement, and Legal Affairs, Office of the Attorney General, and the North Central Florida Regional Planning Council will have advisory responsibilities.

The departments of Community Affairs, Environmental Regulation, Health and Rehabilitative Services, Natural Resources, Transportation, Legal Affairs, and Law Enforcement, Office of the Attorney General, local governments, the court system, and water management districts will have operational responsibilities.

The Department of Community Affairs, the North Central Florida Regional Planning Council, and local governments will have planning responsibilities.

The departments of Community Affairs, Environmental Regulation, Health and Rehabilitative Services, Natural Resources, and Transportation, the United States Environmental Protection Agency, Game and Freshwater Fish Commission, local governments, and the water management districts will have regulatory responsibilities.

STATE GOAL 16: LAND USE - The implementation of regional goals under State Goal 16 will require the close cooperation between state agencies and local governments. The departments of Community Affairs, Environmental Regulation, Natural Resources, and Transportation, the Game and Freshwater Fish Commission, the Executive Office of the Governor, the United States Environmental Protection Agency, Army Corps of Engineers, the United States Fish and Wildlife Service, the North Central Florida Regional Planning Council, local governments, and water management districts will have advisory responsibilities.

The departments of Community Affairs, Environmental Regulation, Natural Resources, and Transportation, Game and Freshwater Fish Commission,

Executive Office of the Governor, the North Central Florida Regional Planning Council, local governments, water management districts, Army Corps of Engineers, the United States Environmental Protection Agency, and the United States Fish and Wildlife Service will have operational and planning responsibilities. The departments of Community Affairs, Environmental Regulation, Natural Resources, and Transportation, the

United States Environmental Protection Agency, and local governments will have regulatory responsibilities.

STATE GOAL 18: PUBLIC FACILITIES - The implementation of regional goals under State Goal 18 will require the coordination and cooperation of several state and federal agencies as well as the cooperation of local governments. The departments of Community Affairs, Corrections, Education, Environmental Regulation, Natural Resources, and Transportation, the Executive Office of the Governor, the Public Service Commission, the United States Environmental Protection Agency, the North Central Florida Regional Planning Council, local governments, and county school boards will have advisory responsibilities.

The departments of Community Affairs, Corrections, Education, Environmental Regulation, Natural Resources, Revenue, and Transportation, the Public Service Commission, the United States Environmental Protection Agency, local governments, and county school boards will have operational responsibilities.

The departments of Community Affairs, Corrections, Education, Environmental Regulation, Natural Resources, Transportation, and Revenue, the Public Service Commission, the United States Environmental Protection Agency, the North Central Florida Regional Planning Council, local governments, and county school boards will have planning responsibilities.

The departments of Community Affairs, Corrections, Environmental Regulation, Natural Resources, and Transportation, the Public Service Commission, the United States Environmental Protection Agency, and local governments will have regulatory responsibilities.

STATE GOAL 19: CULTURAL AND HISTORICAL RESOURCES - The Florida Department of State, Division of Historical Resources will assist in the implementation of these goals with advisory, fiscal, planning and operational roles. Local governments and the Department of Community Affairs will assume regulatory roles. The North Central Florida Regional Planning Council will provide planning assistance. Advisory responsibilities of the Executive Office of the Governor will provide further assistance.

STATE GOAL 20: TRANSPORTATION - The implementation of regional goals under State Goal 19 will require the coordination and cooperation of several agencies. The Department of Community Affairs, local governments, and the Department of Transportation will have advisory, operational, and planning responsibilities. The Department of Community Affairs, local governments, and the Department of Transportation will have regulatory responsibilities. The North Central Florida Regional Planning Council will have planning responsibilities.

STATE GOAL 21: GOVERNMENTAL EFFICIENCY - The implementation of regional goals under State Goal 20 will require the coordination and cooperation of all local governments, state agencies, and federal agencies which impact the region. All agencies will have advisory, operational, planning responsibilities, while some may have regulatory responsibilities.

STATE GOAL 22: THE ECONOMY - The implementation of regional goals under State Goal 21 will require the coordination and cooperation of several agencies. The departments of Community Affairs, Commerce, Education, Health and Rehabilitative Services, Environmental Regulation, Labor and Employee Statistics, Natural Resources, and Agriculture and Consumer Services, the United States Environmental Protection Agency, The United States Department of Health and Human Services, United States Soil and Conservation Service, United States The United States Department of the Interior, United States Fish and Wildlife Service, local governments, county school boards, and water management districts will have advisory and operational responsibilities. The Department of Community Affairs, the North Central Florida Regional Planning Council, and local governments will have advisory and planning responsibilities.

The departments of Community Affairs, Health and Rehabilitative Services, Labor and Employee Statistics, Agriculture and Consumer Services, and Natural Resources, The United States Department of Health and Human Services, Department of Environmental Regulation, the United States Environmental Protection Agency, United States The United States Department of the Interior, United States Army Corps of Engineers, local governments, and water management district will have operational and regulatory responsibilities.

STATE GOAL 23: AGRICULTURE - The implementation of regional goals under State Goal 23 will require the coordination and cooperation of several state and federal agencies and local governments. The departments of Community Affairs, Environmental Regulation, Natural Resources, and Agriculture and Consumer Services, the Office of the Attorney General, United State Soil Conservation Service, water management districts, and local governments will have advisory and regulatory responsibilities.

The Department of Community Affairs, Department of Agriculture and Consumer Services, the North Central Florida Regional Planning Council, local governments, and water management districts will have operational and/or planning responsibilities.

STATE GOAL 24: TOURISM - The implementation of regional goals under State Goal 24 will require the coordination and cooperation of several agencies. The departments of Community Affairs, Commerce, Environmental Regulation, Natural Resources, and Transportation, the Game and Freshwater Fish Commission, Executive Office of the Governor, local governments, water management districts, the United States Environmental Protection Agency, and the United States Fish and Wildlife Service will have advisory, operational, and planning responsibilities. The North Central Florida Regional Planning Council will have planning responsibilities.

The departments of Community Affairs, Commerce, Environmental Regulation, and of Natural Resources, the Game and Freshwater Fish Commission, local governments, water management districts, and the United States Environmental Protection Agency will have regulatory responsibilities.

STATE GOAL 25: EMPLOYMENT - The implementation of regional goals under State Goal 25 will require the coordination and cooperation of several agencies as well as local governments. The departments of Community Affairs, Commerce, Corrections, Education, Health and Rehabilitative Services, and Labor and Employment Statistics, The United States Department of Health and Human Services, local governments, and county school boards will have advisory, operational, and planning responsibilities. The North Central Florida Regional Planning Council will have planning responsibilities.

The Department of Community Affairs, Department of Health and Rehabilitative Services, The United States Department of Health and Human Services, and local governments will have regulatory responsibilities.

STATE GOAL 26: PLAN IMPLEMENTATION - The implementation of the comprehensive regional policy plan involves the cooperation and organization of all state agencies which will perform advisory, fiscal, planning and operational roles. The Executive Office of the Governor will perform an advisory role and the North Central Florida Regional Planning Council will have the primary responsibility of planning. Local governments and water management districts will assume regulatory functions which will assist with implementation.

ONGOING PLANNING

Ongoing planning will consist of numerous activities: (1) development of a regional monitoring system to evaluate implementation of the Comprehensive Regional Policy Plan (CRPP); (2) data collection and analysis, including the preparation of maps and tables, and basic data collection studies; (3) feasibility studies and other special studies; (4) the development of model ordinances; (5) outreach programs and technical assistance to local governments; (6) impact analyses and the development of impact analysis systems; (7) establishing and coordinating special task forces to examine regional issues, problems, and opportunities; (8) conflict mediation for local government disputes; and (9) obtaining greater interagency cooperation. From these ongoing activities, the Council will develop standards for Comprehensive Regional Policy Plan policies.

Much of the success of the ongoing planning phase will depend upon the cooperation of other agencies and governments. While a monitoring system is necessary, it is dependent upon the supply of timely information from other agencies and local governments in a form which is readily usable by the Council. Similarly, the success of any task force will depend upon the energies and talents of its participants. The role of the Council and its success as a mediator in disputes involving local

government will depend upon the willingness of local governments to agree to the mediation process.

It should be noted that the update of the CRPP is due July 1, 1990, and every three years thereafter. The North Central Florida Regional Planning Council will circulate the draft updated plan to all local governments in the region, and the local governments shall be afforded a reasonable opportunity to comment. The Council will also provide for adequate input and review by state agencies and citizens.

ONGOING PLANNING: GENERAL TASKS

MONITORING SYSTEM: DATA COLLECTION AND MAPPING

Monitoring and feedback is necessary for evaluating the degree of plan implementation achieved over time. In this way, the plan can be revised and refined as necessary to increase the level of plan implementation. However, the data collection needs for the regional monitoring system are extensive. Almost all of the required data must be provided by state agencies and local governments.

Perhaps the most important element of any monitoring system is the identification of key statistics which are accurate indicators of plan implementation. Preliminary investigation has determined that the ideal statistics which accurately measure plan implementation are not readily available. In such cases, substitute measures must be found. In addition, work must be performed to modify existing data collection practices to obtain the desired statistics. The identification and development of statistical measures will be an important part of the ongoing planning process.

The Council must work with all state agencies to ensure that data is collected and produced in a form which is readily usable in the Council's monitoring system.

MAPPING

The collection, preparation, and distribution of maps constitutes an important, costly, and time consuming function of ongoing planning. Much work needs to be done to prepare base maps for use by local governments in the preparation of local government comprehensive plans. These base maps will contain important information regarding the location of special planning districts, regionally significant natural areas, and other features which should be addressed in local government plans.

In addition, much of the monitoring system will consist of the presentation of monitoring findings through choropleth maps. The Council should develop a computerized data base management system which has the capability to produce maps based upon an electronic data base. In the past, the costs of such a system have been prohibitively expensive. However, with the declining costs of both computer hardware and

software, such a system should be within the Council's financial means within the next five years.

SPECIAL STUDIES

Numerous special studies will be required to develop performance standards for the plan. In addition, feasibility studies are needed. Many of the feasibility studies relate to potential regional solutions to problems held in common by local governments, such as the feasibility of establishing a regional jail facility or a regional solid waste disposal facility. Such of the feasibility studies include the exploration of new technologies such as pilot projects to test their applicability within the region. A feasibility study of the potential for development of a sturgeon hatchery along the Suwannee River would determine the economic viability for this industry in the region. Other special studies will serve as a basis to amend the regional plan.

MODEL ORDINANCES

The Council can assist in implementation of the comprehensive regional policy plan through the development of model ordinances. The model ordinances could include a broad range of concerns ranging from setback requirements from environmentally sensitive areas to minimum locking hardware requirements for new construction. The Council can develop model ordinances which insure that both the intent of the comprehensive regional policy plan and its minimum standards are met.

TASK FORCES

Despite the extensive research performed in the preparation of the comprehensive regional policy plan, virtually all subject areas require additional research. It is anticipated that by forming task forces to deal with particular state goals that a better understanding can emerge of regional issues, problems, and opportunities than is currently presented. The task forces could be composed of state and local government officials and residents of the region who have a degree of special knowledge in a specific subject area. Proposed task forces include crime prevention, agriculture, housing, education, and children, to name a few.

LOCAL GOVERNMENT ASSISTANCE

Local government assistance is also an important part of the ongoing planning task. The majority of local governments within the region do not have a full-time planning staff and often seek assistance from the Council for a variety of areas including the preparation of local government comprehensive plans, grant application, and local ordinances. Local government assistance in the future may include the development of model computer programs for permit issuing and evaluating the impacts of proposed developments on local plans and the comprehensive regional policy plan.

IMPACT ANALYSIS

Many of the policies of the comprehensive regional policy plan relate to controlling or minimizing the adverse environmental impacts of proposed developments. An ongoing task of the Council will be to conduct and evaluate impact analyses of proposed developments through the Developments of Regional Impact (DRI) process. Impact analyses consists of environmental, fiscal, economic, social and public facilities impacts. In addition, an ongoing task of the Council will be the development of computerized impact analysis models.

CONFLICT MEDIATION

One of the requirements of Chapter 186, F.S., is the establishment of a conflict mediation process for local governments through their regional planning council. Subject areas which may require some form of conflict mediation include annexation boundaries, the provision of public services and facilities at or near the boundaries of political jurisdictions, mitigation of interjurisdictional development impacts resulting from developments of regional impact reviewed by certified local governments, mitigation of interjurisdictional development impacts resulting from large projects below DRI thresholds, economic development concerns, hurricane evacuation planning, water and other natural resources management, and hazardous waste management.

INTERAGENCY COOPERATION

Increased interagency cooperation with the Council will be necessary to insure that policies which are the primary responsibility of state agencies are met. In addition, further refinement is likely to be needed regarding the responsibility of state agencies for plan implementation. Since the Council is dependent upon the state for much of its data base and monitoring tasks, cooperation must be gained for the analysis and distribution of information necessary in the Council's monitoring efforts.

COMMUNICATION

Communications between the Council and local governments and state agencies must be improved for successful plan implementation. The Council can directly participate in improving interagency communications through the establishment of a computerized remote bulletin board system (RBBS). Such a system can be established through microcomputers to increase the ease of communications between the Council, state agencies, and local governments in the region.

ONGOING PLANNING: SPECIFIC TASKS

In the following section specific ongoing planning tasks are organized by regional goal and associated implementing policies. Agencies responsible for implementing ongoing planning activities are indicated in parentheses at the end of each task. Agencies which will be invited by the Council to assume primary roles in leading task forces or coordinating activities are indicated in bold lettering. Agencies will use their expertise to determine "how" the activity will be designed and carried out. Ongoing planning activities should be completed to the extent that funding is available by March 1, 1989. At a minimum, the Council will require the same level of funding provided by the state for plan preparation to complete its assigned ongoing planning tasks. The resources necessary to complete the tasks assigned to other agencies are unknown at this time. Results of the ongoing planning effort will be used by the Council to update and further refine the regional plan.

The Council will implement ongoing planning activities by designing a survey to monitor and evaluate agencies' progress towards implementing tasks. To measure and document progress toward implementation of regional goals, policies and performance standards, the Council will develop a data base which will work as a monitoring system to quantify the number of measures which have been achieved. Measures are the primary indicators of progress towards meeting regional goals, policies and standards.

Apart from designing and utilizing a data base management system, several research methods will be necessary to determine if progress is made towards goals and policies and if measure statements are met. These include interview, data collection and analysis, and review of state agency documents, annual reports, functional plans, budget priorities and funding levels. Necessary research also includes review of local government activities, comprehensive plans and capital improvement programs, budget priorities and funding levels. Interagency communication and cooperation will be central to monitoring and evaluating plan implementation.

The following is a listing of specific ongoing planning tasks by state and regional goal which state and federal agencies, local governments, the Council and other agencies need to perform in order to implement the comprehensive regional policy plan.

AGENCY ACRONYMS ONGOING PLANNING

AAA	- Area Agency on Aging
ACE	- Army Corps of Engineers
CIT	- Department of Citrus
COM	- Department of Commerce
CSB	- County school boards
CTS	- Coordinated Transportation Services
DACS	- Department of Agriculture and Consumer Services

AGENCY ACRONYMS
ONGOING PLANNING
(Continued)

DBF	- Department of Banking and Finance
DBR	- Department of Business Regulation
DCA	- Department of Community Affairs
DER	- Department of Environmental Regulation
DGS	- Department of General Services
DLA	- Department of Legal Affairs
DLES	- Department of Labor and Employment Security
DMA	- Department of Military Affairs
DNR	- Department of Natural Resources
DOA	- Department of Administration
DOC	- Department of Corrections
DOE	- Department of Education
DOI	- Department of Interior
DOR	- Department of Revenue
DOS	- Department of State
DOT	- Department of Transportation
DPR	- Department of Professional Regulation
EOG	- Executive Office of the Governor
EPA	- Environmental Protection Authority
FDLE	- Florida Department of Law Enforcement
FHA	- Federal Housing Authority
FmHA	- Farmer's Development and Housing Authority
GFWFC	- Game and Fresh Water Fish Commission
HHS	- Department of Health and Human Services
HHS	- Department of Health and Human Services
HPC	- Health Planning Council
HRS	- Department of Health and Rehabilitative Services
HSMV	- Department of Highway Safety and Motor Vehicles
HUD	- Department of Housing and Urban Development
IFAS	- Institute of Food and Agricultural Sciences
LEG	- Legislature
LGV	- Local governments
LHA	- Local Housing Authority
MTPO	- Metropolitan Transportation Planning Organization
PPC	- Parole and Probation Commission
PSC	- Public Service Commission
RPC	- Regional Planning Council
SCS	- Soil Conservation Service
SEC	- Florida Solar Energy Center
UF	- University of Florida
USFWS	- Department of United States Fish and Wildlife Service
WMD	- Water management districts

STATE GOAL 1: EDUCATION

REGIONAL GOAL 1.1.1.

1. Identify and monitor the social, economic, and academic characteristics of low, average, and high achievers on SSAT tests (DOE).
2. Monitor trends in student performance (CSB).
3. Establish an interagency task force to oversee the development of a systematic, ongoing, formal evaluation of education programs (CSB).
4. Establish measurable goals and objectives at appropriate grade levels for each education program (DOE).

REGIONAL GOAL 1.1.2.

1. Investigate the reason for the disparity in education program funding (LEG).
2. Monitor trends in state and federal program funding (CSB).
3. Monitor state distribution of monies to county school boards and make the information available to the Council and county school boards (DOE, CSB).

REGIONAL GOAL 1.1.3.

1. Investigate the reason for the disparity in teacher's salaries (LEG, DOE).

REGIONAL GOAL 1.2.1.

Develop an effective method to count the dropout population which documents the reasons for dropping out and make the information available to the Council and county school boards (DOE, CSB).

REGIONAL GOAL 1.2.2.

1. Monitor regional and county trends concerning female middle and high school dropouts and make the information available to the Council and county school boards (CSB).
2. Monitor trends in the quantity and quality of day care services for children of middle and high school students and make the information available to the Council and county school boards (DOE, CSB).

REGIONAL GOAL 1.2.3.

Monitor the number of guidance counselors at elementary, middle and high school grades at county and regional levels and make the information available to the Council and county school boards (DOE, CSB).

REGIONAL GOAL 1.2.4.

Monitor enrollment rates of recent high school graduates into post-secondary institutions at the regional and county levels and make the information available to the Council and county school boards (DOE).

REGIONAL GOAL 1.2.5.

Conduct a feasibility study to investigate the development of a post-secondary education program to meet the education needs of adults who work full-time (DOE, CSB).

REGIONAL GOAL 1.3.1.

Maintain statistics on community education and Community Instructional Services (CIS) participants (DOE).

STATE GOAL 2: CHILDREN

REGIONAL GOALS 2.1.1., 2.1.2.

1. Conduct a feasibility study on establishing prenatal and perinatal care programs in every county (HRS).
2. Collect and analyze data which describe rates of infant mortality, births to teenagers, low birth weight babies, the number of participants in the Regional Perinatal Intensive Care Program, Improved Pregnancy Outcome, ACCEPT, Women, Infants and Children, and other programs which assist pregnant and lactating women and their infants.

REGIONAL GOALS 2.1.1., 2.1.2., 2.1.3.

Conduct a feasibility study on providing transportation services to women, infants, and children in need of health care (CTS, HRS).

REGIONAL GOAL 2.2.1.

Monitor the incidence of child abuse and neglect at county and regional levels and make the information available to the Council and county school boards (HRS).

REGIONAL GOAL 2.3.1.

1. Develop a special interagency task force on children's mental health and substance abuse issues, problems, and opportunities (DOE, HRS).
2. Information on the research and development of the range of children's mental health services at county and region levels should be provided to DOE, county school boards, community mental health centers and the Department of Corrections (HRS).

REGIONAL GOALS 2.4.1., 2.4.2.

Develop a data base on the number of developmentally disabled and physically handicapped children (DOE, HRS).

REGIONAL GOAL 2.7.1.

Monitor trends in juvenile delinquency at county and regional levels and make the information available to HRS, Department of Corrections and county school boards (FDLE).

REGIONAL GOAL 2.8.1.

Identify and monitor the number of physically handicapped children in the region and make the information available to county school boards and the Council (HRS).

STATE GOAL 3: FAMILIES

REGIONAL GOAL 3.1.1.

1. Study the feasibility of providing services and facilities to abused children and spouses in each county (HRS).
2. Collect and analyze data on the abuse and neglect of children and spouses (HRS).

REGIONAL GOAL 3.1.4.

1. Establish an interagency task force to address children, adult, and geriatric mental health and substance abuse issues, problems, and opportunities (HRS).
2. Identify and monitor the number of children's substance abuse and mental health services which include family participation at county and region levels and make the information available to the Council, DOE, county school boards, community mental health centers and the Department of Corrections (HRS).

REGIONAL GOAL 3.2.1.

1. Monitor and analyze county and regional trends in the percentage of total persons who receive job training, and make that information available to HRS (RPC).
2. Study the feasibility of expanding day care services to persons who receive government financial assistance in each county (HRS).
3. Maintain statistics of the number of persons who receive job training assistance and day care services (HRS, RPC).

REGIONAL GOAL 3.2.2.

Conduct a needs assessment for the provision of programs for displaced homemakers (HRS, DOE).

STATE GOAL 4: ELDERLY

REGIONAL GOAL 4.1.1.

Maintain statistics by county on elderly abuse and participants in CCE, HCE, programs funded by the Older Americans Act, and other programs which assist the elderly, including county health units and make this information available to the Council (HRS).

REGIONAL GOALS 4.2.1., 4.4.2.

Form an interagency task force on the transportation issues, problems, and opportunities of the elderly (AAA).

REGIONAL GOAL 4.3.1.

Establish an interagency task force to investigate methods to increase program funding and the number of elderly served by Community Care for the Elderly (CCE), Home Care for the Elderly (HCE) and the Older Americans Act (HRS, AAA).

REGIONAL GOAL 4.4.1.

Establish an interagency task force on regional health care service delivery system issues, problems, and opportunities (AAA, HRS).

REGIONAL GOALS 4.4.1., 4.4.2.

Conduct needs assessments to identify and rank the needs of the elderly in the region (AAA).

REGIONAL GOALS 4.5.1., 4.5.2.

Build a data base of demographic characteristics of elderly household relationships, living arrangements, income, poverty status, urban or rural residences, labor force status, housing characteristics, and other descriptive information (AAA).

STATE GOAL 5: HOUSING

REGIONAL GOAL 5.1.1.

Data collection and analysis of housing information, including an inventory of housing supply by jurisdiction which identifies and monitors the number of housing units by unit type; the number of low and moderate income housing units; the number of sheltered living homes, and the number of substandard housing units within the region (LGV, RPC, DCA, Housing Authorities).

REGIONAL GOAL 5.1.2.

Determine a fair share allocation of low and moderate income housing units by jurisdiction (RPC).

REGIONAL GOAL 5.1.3.

1. Develop a formula for use in determining the impact of nonresidential DRIs on the cost and supply of the affordable housing stock in the region (DCA, RPC).

REGIONAL GOAL 5.1.4.

1. Modify Development of Regional Impact Application for Development Approval submittal requirements for residential projects to include information on the provision of low and moderate income housing units (DCA).
2. Form a task force which includes local government officials, private developers, and local public housing authority officials to develop methods of providing affordable housing as well as low and moderate income housing in the region (LGV, RPC, DCA).

STATE GOAL 6: HEALTH

REGIONAL GOAL 6.2.1.

Perform a study to determine the feasibility of increasing services and facilities for abused children and spouses (LGV, HRS).

REGIONAL GOAL 6.3.1.

1. Establish an interagency task force on children, adult, and geriatric mental health and substance abuse issues, problems, and opportunities (LGV, HRS).
2. Maintain statistics on waiting lists for all mental health and substance abuse programs and the number of persons served by each program (HRS).

REGIONAL GOAL 6.3.7.

Develop and maintain a comprehensive inventory of transportation providers by county and make this information available to the Council (CTS, DOT).

REGIONAL GOAL 6.4.1.

Form an interagency task force to implement regional goals, oversee ongoing planning processes and increase communication and cooperation between agencies, local governments, and county school boards on health care issues (HRS, RPC, CSB).

REGIONAL GOAL 6.7.1.

Establish an interagency task force on rural county health care issues, problems, and opportunities (LGV, HRS, CTS).

REGIONAL GOAL 6.10.1.

Build a data base of the medically indigent population which categorizes those who receive assistance, participate in health programs, and go without health care (RPC, LGV, HRS).

REGIONAL 6.13.1.

Conduct comparative studies on the cost of health care (HRS, EOG).

REGIONAL GOAL 6.14.1.

Identify building facilities which may be available for use by social service programs (RPC, LGV, HRS).

STATE GOAL 7: PUBLIC SAFETY

REGIONAL GOAL 7.1.1.

1. Maintain statistics on criminal-related activities by jurisdiction, including items such as property crimes by jurisdiction, crimes of violence by jurisdiction, remaining jail capacity by jurisdiction, number of law enforcement personnel by jurisdiction, and number of community-based crime prevention groups (Neighborhood Watch) (LGV, RPC, FDLE, DCA).
2. Prepare model ordinances, including minimum locking hardware security ordinance, and model subdivision regulations and zoning ordinances incorporating "Defensible Space" crime prevention design principles (RPC, DCA).

REGIONAL GOAL 7.2.1.

Maintain statistics on traffic violations by jurisdiction including the number of annual tickets for speeding, the number of annual tickets for other moving violation, the number of annual motor vehicle accidents, and the number of annual deaths due to motor vehicle accidents (HSMV).

REGIONAL GOAL 7.2.2, 7.2.3.

1. Maintain statistics related to coastal safety hazards including the number of residential units by section seaward of the Category III hurricane surge line, the number of residential units by section seaward of coastal construction control line, the number of mobile homes by section seaward of the Category III hurricane surge line, and the number of water and sewer lines by section located seaward of the coastal construction control line outside of designated urban development areas (DCA, LGV, RPC).
2. Identify and map the service areas of existing professional and volunteer emergency services (DCA, RPC, LGV).
3. Conduct a feasibility study on the establishment of a regional emergency dispatch center (DCA, RPC, LGV).
4. Provide maps of hurricane hazard areas to applicable local governments (DCA).
5. Develop a model ordinance for the siting of mobile homes seaward of the Category III hurricane surge line (DCA).
6. Establish a Remote Bulletin Board System to enable local governments and state agencies to improve communication and coordination on regional problems, issues, and policies (RPC).
5. Map fire department first-in boundaries (LGV, RPC).
6. Establish a task force of local fire department officials to address fire safety and prevention issues of regional concern (RPC).
7. Maintain statistics on fire safety by jurisdiction including annual number of fires by type, property loss, number of industrial fires, number of chemical fires, number of forest and range fires including acres of forest and range burned, and number of fires by suspected cause including arson (LGV, DACS).

REGIONAL GOAL 7.2.5.

Maintain statistics on victim compensation including the dollar amount of stolen goods versus the dollar amount of compensation provided by state and convicted criminals, and the dollar amount of damages caused by violent crimes versus dollar amount of compensation through victim compensation programs and by the criminals themselves (LGV).

REGIONAL GOAL 7.3.1.

1. Prepare and maintain a regional database on jails and prisons located within the region containing information such as the number of state prison cells in region, the number of local jail cells in region by jurisdiction, the number of code violation citations by jail, the age of jails, the average number of prisoners or length of stay by jail, the number of prisoners put on early release programs to reduce overcrowded or unsafe conditions by jurisdiction/jail, unemployment rates for ex-offenders, an inventory of alcohol and drug abuse and mental health services which prisoners have access to, including their design capacity, available capacity, and number of prisoners enrolled in such programs, and an inventory of the region's community rehabilitation programs for offenders and available capacity by program (DOC, RPC, LGV, HRS).
2. Prepare a feasibility study of a regional jail facility (RPC).

STATE GOAL 8: WATER RESOURCES

REGIONAL GOAL 8.1.1.

1. Inventory and monitor public water supply system incentives such as reduced connection fees and service charges through water and wastewater utilities for customers who use water saving devices and systems (RPC).
2. A regional agency should serve a clearinghouse function by providing existing information and maps identifying high percolation recharge areas to local governments for use in the development of local government comprehensive plans (RPC) (moved from Policy 8.1.1.2.).
3. Based upon existing information, map high percolation recharge areas and provide this information to local governments for use in the development of local government comprehensive plans (WMD).
4. Identify and map prime recharge areas (high percolation recharge areas). Monitor land use acreage by type within identified high percolation recharge areas. Monitor percentage of impervious surface within high percolation recharge areas (WMD, RPC).
5. Identify the boundaries of all high percolation recharge areas within the region (WMD).
6. Develop a plan for prioritizing coastal rivers as Works of the District (WMD).

REGIONAL GOAL 8.1.2.

1. Inventory and map all known groundwater contamination events in the region, including known chemicals and the amount spilled (DER, LGV).

2. Identify and map solid waste landfills, sanitary landfills, hazardous waste collection sites, hazardous waste treatment sites, as well as hazardous and nonhazardous waste collection sites (DER, RPC).

REGIONAL GOAL 8.1.3.

Identify and maintain a regional database of the minimum water quality necessary for existing natural systems to properly function (DER, WMD, RPC, GFWFC).

REGIONAL GOAL 8.1.4.

1. Establish and maintain a region wide groundwater basin resource inventory which identifies and maps groundwater basins and associated recharge areas, areas in the basins that are prone to contamination or overdraft from development, prime groundwater recharge areas, wetlands areas by wetland type, minimum and maximum seasonal surface and groundwater levels, sources of wastewater discharge suitable for reclamation and reuse, as well as the feasibility of integrating coastal well fields, existing groundwater uses and potential quantities of groundwater available for consumptive uses (DER, WMD).
2. Gather and map all available groundwater basin resource inventories prepared by state agencies and water management districts that identify high percolation recharge areas, stream-to-sink watersheds and other geographic areas which need special water and land use management practices to protect the quantity and quality of the groundwater supply (WMD).
3. Map and identify all existing and potential water well fields in the region and make the information available to local governments (WMD, LGV).
4. Identify other geographic areas which need special water and land use management practices to protect the quantity and quality of the groundwater supply (perched lakes) (WMD, RPC, LGV).
5. Record groundwater table levels over time in different places around region, especially within designated urban development areas and areas around permitted wells (WMD).
6. Monitor ambient water conditions of aquifers by jurisdiction (DER).
7. Monitor annual groundwater withdrawal by jurisdiction (WMD).
8. Identify and model the functions and underground water flows of the aquifer system including all areas of high recharge, as well as recharge and filtration rates (WMD).
9. Locate new additional water quality monitoring stations (DER).

10. Develop model ordinances and regulations, including septic tank regulations, for development within high percolation recharge areas to prevent loss of high quality recharging groundwater (HRS, RPC, WMD, LGV).

REGIONAL GOAL 8.1.5.

1. Map docks, marinas, boat ramps, and structural water management controls (RPC, LGV).
2. Map oil drilling explorations (EOG).
3. Monitor water quality of coastal marsh and all other water areas in the region (DER, RPC, WMD).

REGIONAL GOAL 8.1.6.

1. Develop appropriate development restrictions around sinkholes and within stream-to-sink recharge areas (RPC, LGV).
2. Identify and map point dischargers of sewage, pollution into the coastal marsh, high percolation recharge areas, freshwater wetlands, lakes, and rivers (DER, WMD).

REGIONAL GOAL 8.1.7.

1. Develop and maintain a regional data base of the minimal seasonal flows and levels for regionally significant surface watercourses, and water bodies, including lakes, rivers, streams, wetlands, springs, and spring runs for the protection of natural resources, especially, marine, estuarine, and aquatic ecosystems (WMD).
2. Develop and maintain a regional database of the ambient water quality of all regionally significant groundwater and surface waterbodies (DER, RPC, WMD).

REGIONAL GOAL 8.1.8.

1. Further identify and map the number of regionally significant wetlands, lakes, rivers, springs, spring runs, sinks, as well as all other wetlands. (DNR).
2. Map and identify wetlands by type within region using a common wetlands classification system (ideally a system that will be acceptable to the Department of Environmental Regulation for permitting requests) (WMD, DER).
3. Map and monitor wetland loss through Department of Environmental Regulation and Army Corps of Engineer permits (DER, ACE).

REGIONAL GOAL 8.1.9.

Develop model codes for building codes or zoning ordinances for the installation of water saving devices in new construction and renovation including other forms of water reuse and reclamation such as graywater techniques (DCA, DER).

REGIONAL GOAL 8.3.2.

1. Adopt and implement floodplain management ordinances at the local level (DCA, WMD, RPC, LGV).
2. Provide assistance to local governments in the adoption and implementation of floodplain ordinances (DCA, WMD, RPC, LGV).
3. Monitor development within the Suwannee-Santa Fe River System Planning District (RPC).

STATE GOAL 9: COASTAL AND MARINE RESOURCES

REGIONAL GOAL 9.1.1.

1. Map and monitor land use seaward of the Coastal Construction Control Line and within the coastal high hazard areas. Include land within the coastal marsh, estuaries, Big Bend Seagrass Beds, oyster beds, sandbars, other important aquatic features, coastal freshwater wetlands, recharge areas, and the 100-year floodplain of the coastal river system (RPC, LGV).
2. Maintain a data base of the water, detrital, and nutrient quality, and seasonal flows within coastal rivers, coastal marsh, estuaries, and coastal freshwater wetlands (DER, RPC, WMD).
3. Map and maintain data on known manatee migratory routes and conflicts between boats and manatees (GFWFC).
4. Identify water and sewer services in the coastal marsh, estuaries, and coastal freshwater wetlands outside of designated urban development areas (RPC, LGV).
5. Establish a coastal basin task force (RPC).

REGIONAL GOAL 9.2.1.

1. Map coastal and marine areas which should be removed from oil, gas, and mineral production including the Florida Middle Ground, the Congressionally-mandated buffer area extending 30 miles off the Gulf Coast from Naples to Appalachicola, and the Gainesville Map Area (DNR, EOG, GFWFC).
2. Develop an inventory of water-related structures within the coastal marsh and coastal waters such as bridges and docks (LGV, RPC, WMD).

3. Monitor the health of plant and animal species native to the coastal marsh (GFWFC).
4. Monitor the health and productivity of the marine fisheries habitat, Big Bend Seagrass Beds, oyster beds, sand bars, and other aquatic resources (GFWFC).

STATE GOAL 10: NATURAL SYSTEMS AND RECREATIONAL LANDS

REGIONAL GOAL 10.1.5.

Complete a feasibility study of a regional caviar industry based upon a sturgeon hatchery/fishery within the Suwannee-Santa Fe river system (RPC, DNR, GFWFC, USFWS, IFAS, DACS, COM).

REGIONAL GOAL 10.2.1.

1. Develop and maintain a regionwide biota inventory of all habitat types within the region which maps and identifies land area by habitat type, habitat boundaries, land use by habitat type, as well as known sightings of critical species (GFWFC).
2. Develop and maintain a regionwide inventory of critical species which maps and identifies their location (GFWFC).

REGIONAL GOAL 10.3.1.

1. Identify, map, and monitor land use in all regionally significant natural areas, including regionally significant wetlands, high percolation recharge areas, sinks, stream-to-sink recharge areas, regionally significant rivers, lakes, springs, spring runs, regionally significant examples of native habitats, regionally significant forests, coastal marsh, estuaries, and all coastal freshwater wetlands (RPC, LGV).
2. Map and monitor land use changes over time within regionally significant natural areas and identified habitat islands (RPC, GFWFC).

REGIONAL GOAL 10.4.1.

1. Map and monitor land use within identified wildlife habitat islands (RPC, GFWFC).
2. Develop and maintain a regionwide recreation activity and facility inventory which maps and identifies facility size, intensity of use, location, and available infrastructure (DNR, RPC, LGV).

REGIONAL GOAL 10.4.4.

1. Monitor the take of hunters and fishermen by species and weight (GFWFC).
2. Monitor the health of native plant and animal species in the region (GFWFC).

STATE GOAL 11: AIR QUALITY

REGIONAL GOAL 11.1.1.

Monitor air quality by jurisdiction within the region (DER).

REGIONAL GOAL 11.1.4.

Monitor/estimate emissions by point source, line source, and area emissions by type (industries, controlled burnings, wood-burning stoves, etc.) (DER).

STATE GOAL 12: ENERGY

REGIONAL GOAL 12.1.2.

1. Monitor the number of solar water heaters by county (EOG).
2. Monitor per capita energy consumption by county (EOG).
3. Monitor levels of service along the regional road network (PSC, EOG).
4. Monitor annual per capita consumption of gasoline by county (EOG).

REGIONAL GOAL 12.2.1.

Develop model ordinances on the use of landscape design and on the utilization of passive and active solar energy design as energy conservation techniques in new and existing construction (EOG).

REGIONAL GOAL 12.2.3.

Develop a computer model to measure the energy consumption impacts of proposed developments (DCA, RPC, PSC).

REGIONAL GOAL 12.2.4.

Monitor annual per capita electrical consumption by county (EOG, PSC).

STATE GOAL 13: HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE

REGIONAL GOAL 13.1.1.

1. Identify, map, and monitor hazardous waste generators and monitor amounts, types, and waste disposal/treatment methods by jurisdiction (DER, RPC, LGV).
2. Notify small quantity generators of hazardous waste of their legal responsibilities (LGV).
3. Annually monitor 20.0 percent of all active establishments which have the potential to generate hazardous waste and determine the amount of waste generated and the disposal/reduction techniques of the establishments generating hazardous waste (LGV, RPC).
4. Prepare a feasibility study regarding the possibility of organizing annual Amnesty Days projects in each county (RPC, LGV, DER).
5. Continue studies of collection, transfer and treatment of hazardous wastes in the region (DER, RPC, LGV).

REGIONAL GOAL 13.1.3.

Perform a feasibility study on establishing regional hazardous materials/waste emergency containment team (s) which can respond and properly contain any accidental hazardous materials/waste spill within the region (RPC).

REGIONAL GOAL 13.1.4.

1. Map hazardous waste collection/transfer facilities and non-hazardous waste landfills (RPC).
2. Monitor the amount of hazardous waste generated within region (DER, RPC, LGV).

REGIONAL GOAL 13.1.6.

1. Locate all underground storage tanks in the region including their age, capacity, and Section-Township-Range coordinates (DER, LGV).
2. Develop model local government regulations which require leakage detection devices, liners, and annual pressure checks for all underground storage tanks (DER).

REGIONAL GOAL 13.2.5.

1. Monitor the number of days per calendar year which wastewater treatment plants and package sewer treatment plants do not meet Department of Environmental Regulation and Environmental Protection Agency water quality discharge standards (DER).

2. Develop a model ordinance for wastewater treatment in environmentally sensitive areas (DER, HRS).

REGIONAL GOAL 13.2.6.

1. Identify and map septic tanks and package wastewater treatment plants which are not operating properly by age of system (HRS, LGV).

STATE GOAL 14: MINING

REGIONAL GOAL 14.1.1.

1. Identify and map areas of high radon gas emissions (HRS).

REGIONAL GOAL 14.3.1.

1. Identify and map lands with known/estimated reserves of hard rock phosphate, land pebble phosphate, gypsum, limestone, dolomite, clay, titanium, zircon, staurolite, gypsum, oil, and natural gas (DNR).
2. Identify and map lands which should not be mined. Include environmentally sensitive lands, lands which contain rare habitats, the Suwannee River system, land upstream one-half mile of any tributary of the Suwannee River system, land within 500 feet of any 1st, 2nd, or 3rd magnitude spring or any regionally significant sinkhole, hardwood or cypress/gum swamps, regionally significant rivers and streams, areas where endangered species are known to exist, regionally significant natural areas, and identified habitat corridors and islands (DNR, DER, ACE, RPC)

REGIONAL GOAL 14.3.3.

Monitor water quality of Suwannee River and other receiving areas of mining wastewaters (DER).

REGIONAL GOAL 14.3.4.

Map a setback adjacent to the regional road network where mining should not occur in order to prevent the undermining of the roadway and to serve as a visual buffer (DOT, RPC).

STATE GOAL 15: PROPERTY RIGHTS

REGIONAL GOAL 15.1.1.

Monitor the number of local government plans and implementation ordinances which are declared unconstitutional (RPC).

REGIONAL GOAL 15.1.2.

Monitor the number of claims deemed to be a taking of private property without just compensation within the region (RPC).

STATE GOAL 16: LAND USE

REGIONAL GOAL 16.1.1.

1. Identify and map designated urban development areas (RPC).
2. Work with property appraiser offices to increase the accuracy of information encoded in Department of Revenue tax tapes (RPC, LGV).
3. Develop a computerized development permit management system which identifies all needed permits, responsible agency for issuing permits, required data, estimated time taken to issue permits, and the order in which permits must be obtained (DCA, RPC, LGV).
4. Develop and maintain regional economic models such as an input-output model (RPC, LGV, COM, DCA, EOG).

REGIONAL GOAL 16.2.1.

1. Investigate the feasibility of developing a land use decision system which takes into account the productivity of the soil for agricultural uses (Land Evaluation and Site Assessment System) (RPC).
2. Develop comprehensive impact review procedures to evaluate the effects of development activities on significant natural areas and their ecosystems, public facilities, public finances, air pollution, energy consumption, and population (RPC, LGV).
3. Map economically viable commercial forest lands (Soil Conservation Service, DACS, RPC, LGV).

REGIONAL GOAL 16.2.2.

Monitor development within the coastal areas of the region (RPC).

STATE GOAL 17: DOWNTOWN REVITALIZATION

REGIONAL GOAL 17.1.1.

Investigate alternatives to tax increment financing of downtown development projects and/or ways to make tax increment financing attractive to private investors (LEG, LGV).

STATE GOAL 18: PUBLIC FACILITIES

REGIONAL GOAL 18.1.1.

1. Monitor infrastructure capacity (RPC).
2. Assist local governments in the development of incentives which will result in the use of existing public facilities (RPC).

REGIONAL GOAL 18.2.1.

1. Establish level of service categories for regional public facilities and services (RPC).
2. Monitor the level of service status adopted by local governments within the region for public facilities and services (RPC).
3. Establish a task force to examine public facility issues, problems, and opportunities (RPC).

REGIONAL GOAL 18.2.2.

Establish and maintain a regional data base of public facility costs, capacity, and life cycle to assist in the preparation of capital improvement programs and impact analyses (RPC).

STATE GOAL 19: CULTURAL AND HISTORICAL RESOURCES

REGIONAL GOAL 19.1.1.

Document and map historical and archaeologically significant sites (DOS, RPC).

REGIONAL GOAL 18.2.1.

1. A survey should be designed to assess the need for constructing arts and cultural facilities (LGV, RPC, DOS).
2. A strategy should be developed for the construction of arts facilities based on an assessment which ranks regional and statewide capabilities and needs (DOS).

STATE GOAL 20: TRANSPORTATION

REGIONAL GOAL 20.2.1.

1. Maintain a data base on all segments of the regional road network including planned and functional roadway classification system, design capacity, and annual daily traffic counts (DOT, RPC).
2. Update transportation studies (MTPO, DOT, RPC, LGV).

STATE GOAL 21: GOVERNMENTAL EFFICIENCY

REGIONAL GOAL 21.1.2.

1. Establish a series of intergovernmental committees to examine regional problems and promote intergovernmental coordination.

2. Identify and monitor interagency agreements between emergency service providers (RPC).
3. Establish standards for computerized geographic information systems in order to assure data compatibility between government units (DCA, RPC, WMD, LGV).

REGIONAL GOAL 21.1.3.

1. The Council shall perform a regional, centralized, planning information clearinghouse function as part of its ongoing planning process (RPC).
2. Record certain pieces of information on local permits which may be of value to regional interests, including township-range-section coordinates (LGV, RPC).
3. Study and recommend a standard geographic based information system for use by local governments in the region to assure data compatibility between local government units and the regional data base (RPC).

REGIONAL GOAL 21.1.4.

1. Replace informal agreements with formal mutual support agreements for the provision of emergency services (RPC, LGV).
2. Develop model regulations consistent with the regional plan for use by local governments within the region shall be developed (DCA, RPC, LGV).
3. Update Application for Development Approval requirements for Developments of Regional Impact (DCA, RPC).
4. Work with local governments as well as state and federal agencies to develop standardized filing requirements for permit applications, including minimum site plan requirements such as engineering survey, plot to scale, scale, north arrow, property lines, etc. (DCA, RPC, LGV).
5. Develop standardized submittal for review of amendments to local government comprehensive plans, including map requirements, etc. (DCA, RPC, LGV).
6. Develop, where feasible, model computer programs for use by local government in the permitting and data collection process which will be compatible with the regional data base (RPC).

REGIONAL GOAL 21.1.5.

Develop, map, and prioritize a list of regionally significant natural areas for Conservation and Recreational Lands and Save Our Rivers land purchases within the region (RPC, DNR).

REGIONAL GOAL 21.2.1.

Perform a study to identify duplicate government facilities and services near jurisdictional boundaries and propose cost-saving methods of removing duplication (RPC, LGV).

REGIONAL GOAL 21.2.2.

1. Conduct periodic reviews of public services and facilities to eliminate duplication and improve the level of service (All Agencies).
2. Promote private participation and solutions to the provision of needed public services (All Agencies).
3. Consult citizens groups, ad hoc committees, and management consultants in order to promote innovative ideas for cost effective and efficient public programs, services, and facilities (All Agencies).
4. Identify and map the boundaries of the public utility systems within the region (DCA, PSC, RPC).

STATE GOAL 22: THE ECONOMY

REGIONAL GOAL 22.1.1.

1. Monitor the health of the regional economy by keeping statistics on unemployment rates, percentage of population living at or below the poverty level, and median income (DLES, HRS, RPC, LGV).
2. Inventory day care facilities within the region (HRS, DLES).

REGIONAL GOAL 22.1.3.

Inventory and monitor job training programs and vocational and technical programs in the region (DLES, RPC, LGV, State University System).

REGIONAL GOAL 22.1.1.

Inventory day care facilities within the region (HRS, DLES).

REGIONAL GOAL 22.2.1.

Identify the current needs of firms within the region (COM, RPC, LGV).

REGIONAL GOAL 22.1.5.

Monitor Hamilton County mining activities for accurate prediction of the date of mine closure (RPC, DNR)

STATE GOAL 23: AGRICULTURE

REGIONAL GOAL 23.1.1.

Identify, map, and monitor agricultural lands by type (DACS, SCS, IFAS).

REGIONAL GOALS 23.1.1., 23.1.5.

Increase the monitoring of agricultural and silvicultural Best Management Practices implementation (DACS, SCS, IFAS, DER).

REGIONAL GOALS 23.1.2., 23.1.5.

1. Soil erosion monitoring should be expanded to all counties in the region utilizing the Soil Conservation Service and other agencies (SCS, DACS, IFAS, LGV).
2. Maintain a data base on soil erosion (SCS, DACS, IFAS).

REGIONAL GOAL 23.1.3.

1. Monitor irrigation practices on agricultural and silvicultural lands (WMD, DACS, IFAS).
2. Conduct a pilot agricultural irrigation project which uses either recycled water, graywater, or partially treated effluent (DACS, DNR, DER, RPC, WMD, LGV).

REGIONAL GOAL 23.1.4.

Distribute University of Florida research results to the region's farmers, foresters, and fishermen (LGV, IFAS, DACS).

STATE GOAL 24: TOURISM

REGIONAL GOAL 24.1.2.

1. Establish a tourism task force to examine tourism-related issues, problems, and opportunities (RPC, DNR, DOS, COM, DCA, GFWFC, USFWS, EOG, LGV).
2. Prepare feasibility studies on the development of new tourist attractions within the region such as a historical museum, native plant and wildlife zoo/animal park, and a paleontological museum (RPC, DNR, DOS, COM).
3. Monitor usage of state parks and similar facilities (DNR, RPC, LGV).
4. Perform a feasibility study on developing a regional information/reservation/license (fishing, hunting) center for North Central Florida tourist attractions and resource-based recreation facilities (RPC, DNR, DOS, COM, GFWFC, USFWS).

5. Identify, map, and monitor the use of regional tourist facilities (RPC, DNR, COM, DOI).
6. Prepare a study to determine the feasibility of a recreational/entertainment park along the Suwannee River (RPC, LGV, COM) (moved from Policy 23.1.9.5.).

REGIONAL GOAL 24.1.11.

Identify, map, and monitor the use of historic places, districts, and properties (RPC, DNR, DOS, COM, DOI).

STATE GOAL 25: EMPLOYMENT

REGIONAL GOAL 25.1.1.

Monitor the percentage of total minority employment at all levels of employment (DLES, RPC, LGV).

REGIONAL GOAL 25.1.2.

1. Monitor the number of households living at or below the poverty level by county (HRS, DLES, RPC).
2. In DRI's include provisions encouraging minority employment where preliminary development agreements are used (DCA).
3. Monitor income levels of regional population by county (DLES, RPC, LGV).

REGIONAL GOALS 25.1.3., 25.2.1.

Inventory and monitor job training programs and vocational and technical programs in the region (DLES, RPC, LGV, State University System).

REGIONAL GOAL 25.1.4.

1. Monitor regional and county trends concerning female middle and high school dropouts and make this data available to the Department of Education and county school boards (DOE, CSB, RPC).
2. Monitor the research and development of comprehensive children's training and support services for the developmentally disabled and physically handicapped children at a county and regional level, and make this information available to county school boards, the Department of Education and Florida Department of Health and Rehabilitative Services (HRS, DOE, CSB, RPC).

3. Monitor and analyze trends in the research and development of a post-secondary education system for adults in the region who work full-time, and make that information available to the Department of Education, county school boards and businesses (DOE, CSB, COM, RPC, LGV).
4. Monitor the unemployment rate of ex-offenders (DLES, DOC, PPC, RPC).

REGIONAL GOALS 25.2.2., 25.2.5.

Coordinate economic development in economically distressed areas (RPC, COM, DCA, EOG, LGV, DOT).

REGIONAL GOAL 25.1.6.

Establish a regionwide job training/education computerized information system (RPC, DLES, DOE, CSB).

REGIONAL GOAL 25.2.3.

Improve coordination between education programs and labor market needs (DOE, CSB, State University System, DLES, RPC).

STATE GOAL 26: PLAN IMPLEMENTATION

REGIONAL GOAL 26.1.1.

1. Establish interagency task forces to make possible the implementation of state, regional, and local comprehensive plans (All agencies).
2. Collect data necessary to implement, refine, and update the Comprehensive Regional Policy Plan and to carry out the ongoing planning process (RPC).
3. Develop a glossary of terms and phrases used in the regional plan (RPC).
4. Refine, clarify, and update the comprehensive regional policy plan using information provided by local plans (RPC).
5. Update the Development of Regional Impact regional issues list based upon the Comprehensive Regional Policy Plan (RPC).

APPENDIX A
CATEGORY III HURRICANE SURGE LINE

EXCERPT FROM NORTH CENTRAL FLORIDA REGIONAL PLANNING
COUNCIL, NORTH CENTRAL FLORIDA REGIONAL HURRICANE
EVACUATION STUDY: TECHNICAL REPORT, OCTOBER, 1985

IV

VULNERABLE AREAS ANALYSIS

SUMMARY

All of the coastal communities in Dixie and Taylor Counties are vulnerable to even a Category 1 hurricane and would require evacuation. Many of the people living along the Suwannee, Steinhatchee and Aucilla Rivers are vulnerable to rain-induced freshwater flooding. Hurricane winds threaten all persons living in mobile homes, many of which are also threatened by storm surge or freshwater inundation.

SCOPE

The Vulnerable Areas Analysis determines which areas within Dixie and Taylor Counties require evacuation from various path and strength hurricanes. Included in this analysis is the determination of the thresholds that triggers the issuing of the evacuation order.

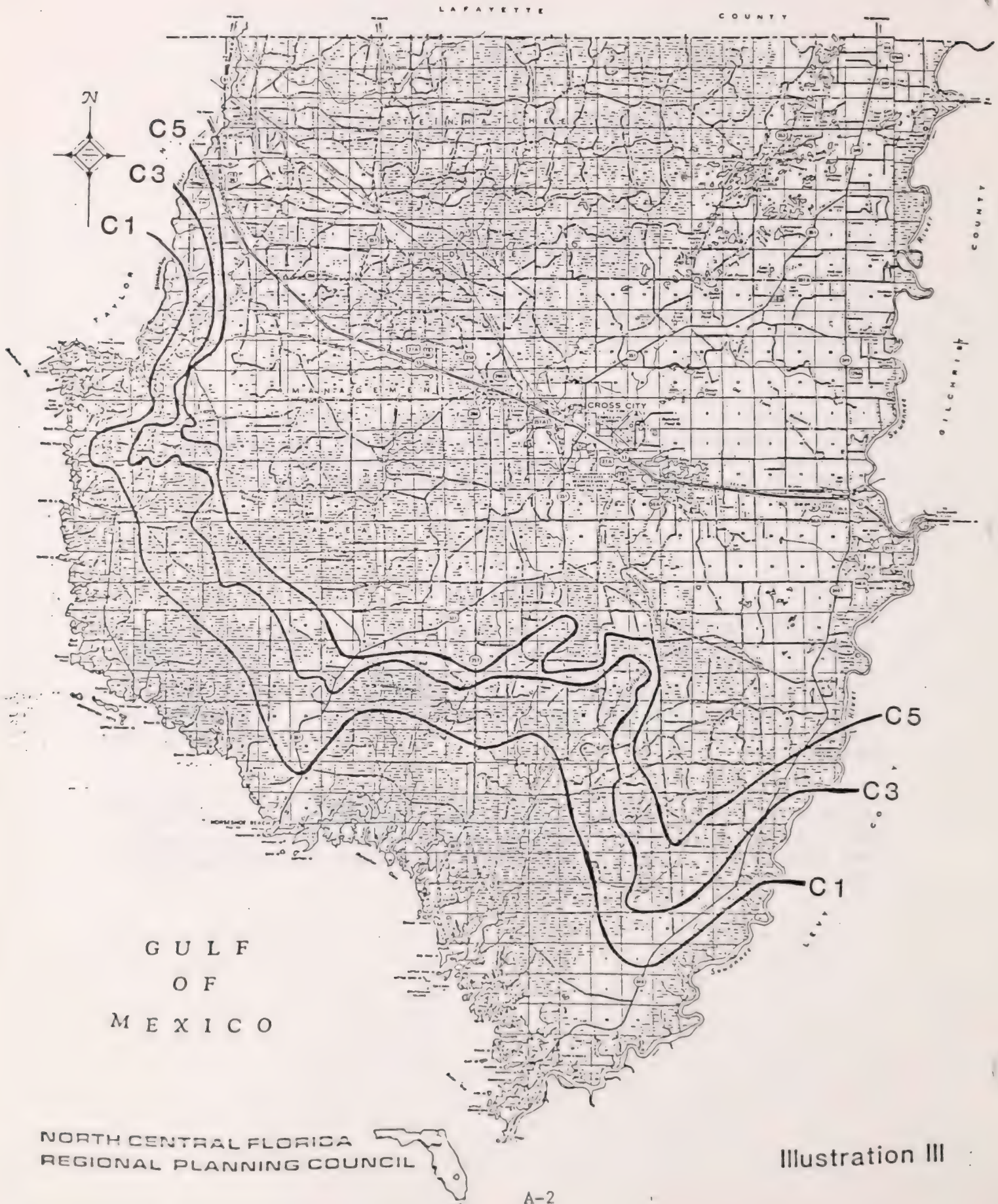
METHODOLOGY

Storm surge

The methodology used to define the areas vulnerable to the storm surge is described in Appendix B. The inland routing of the storm surge assumes that the SPLASH II surge height, plus 2.7 feet in tidal effects, is the flood height at the shoreline and that the flood level will decrease linearly to zero at a distance of 20 miles inland. The surge inundates inland to where the ground elevation equals the linearly decreasing surge height line.

The areas vulnerable to storm surge inundation are shown in Illustrations III and IV. The first line is the boundary for Category 1 hurricanes. The second line delineates the area that is vulnerable to Categories 2 and 3 hurricanes. The line most inland delineates the area vulnerable to Categories 4 and 5 hurricanes.

Dixie County Storm Surge Map



Taylor County Storm Surge Map



NORTH CENTRAL FLORIDA
REGIONAL PLANNING COUNCIL



Illustration IV

High Winds

All of Dixie and Taylor Counties are vulnerable to the high winds produced by a hurricane. As a hurricane moves inland the velocity of the winds decrease; therefore, the coastal areas are the most vulnerable to wind damage.

Flood-Producing Rains

The following descriptions of the flood vulnerable areas are from the Federal Emergency Management Agency Flood Insurance Studies of Dixie County (May 2, 1983), Taylor County (May 16, 1983) and the City of Perry (November 17, 1981).

Dixie County

General flooding in Dixie County results from periods of intense rainfall producing ponding and sheet-runoff in the low, poorly-drained areas. The floodplains of the Suwannee and Steinhatchee Rivers are also subject to flooding during high river stages. Coastal areas are subject to flooding and wave action associated with hurricanes and tropical storms.

The eastern portion of the county lies within the floodplains of the Suwannee River and has been subject to several historical floods. Notable flooding in this area occurred in 1948, 1959 and 1973 from storms, which U.S.G.S. gage records at Wilcox, Florida, indicated had a magnitude that would occur on the average once in 200, 14 and 33 years respectively (200, 14 and 33 year recurrence intervals).

The northwestern portion of the county lies within the floodplain of the Steinhatchee River, which has also been subjected to historical flooding. The most remembered of these floods occurred in September of 1964, when the rainfall associated with Hurricane Dora caused the banks to be overtopped. Water approximately one foot deep swept around both sides of the S.R. 358 bridge at Steinhatchee.

Discharge records at the U.S.G.S. gage near Cross City, Florida indicated the recurrence interval for this storm to be in excess of 200 years. This flooding was the highest seen by any of the older residents along the river.

The Suwannee and Steinhatchee Rivers are also a source of flooding during periods of heavy rainfall. Other low-lying, poorly drained areas in the county are subject to rainfall ponding.

Taylor County

Flooding in Taylor County primarily results from either periods of high rainfall or from coastal storm surge associated with hurricanes and tropical storms.

Runoff from the San Pedro Bay area in the northeast portion of the county generally flows in a southwesterly direction by way of Spring and Pimple Creeks. Both Spring and Pimple Creeks have flooded portions of the City of Perry in the past. Significant flood stages on the Fenholloway River have not been recorded.

After Hurricane Dora passed to the north of Taylor County in 1964, significant riverine flooding occurred on the floodplains of the Steinhatchee River. Records taken from the U.S.G.S. Gage at the Town of Steinhatchee on the coast indicate this flood event had a magnitude greater than that which would occur once, on the average, every 200 years.

City of Perry

According to local residents, notable flooding occurred in Perry in 1934 and 1948, although no records of these floods are available. Extensive flooding occurred on June 9, 1957 when Spring and Pimple Creeks overflowed their banks causing several million dollars in damages. According to the report on this flood prepared by the U.S. Geological Survey (U.S.G.S.), 11.7 inches of rainfall was recorded in Perry for a two day period, which is estimated to be about a fifty year storm (one that would occur on the average once every fifty years).

The rainfall in the headwaters of Spring Creek, Pimple Creek and East Branch averaged about 14 inches for this same period which is estimated to be in excess of a 100-year rainfall event. Flooding occurred along the full length of Spring and Pimple Creeks and East Branch inundating several streets and causing damage to many homes and commercial establishments. According to the above report, flooding was aggravated by the heavy growth of vegetation which occurred in sections of the streams. In addition, there are over thirty crossings of the streams which restrict the flow.

On September 11 and 12, 1964, Hurricane Dora dropped 11.37 inches of rain in Perry, and from August 8 through 14, 1970, 13.59 inches of rain was recorded. Local newspaper reports of the above storms also indicated that severe flooding occurred in the many undrained depressions in the city.

EVACUATION THRESHOLDS

Any category hurricane that could strike the study area would cause the issuing of an evacuation order. The results of the 113 Splash II simulated hurricanes have been combined into two hurricane evacuation scenarios, identified as "A" and "B". Scenario "A" is composed of any Saffir/Simpson Category 1 hurricane. Scenario "B" is any hurricane Category 2 or stronger. Table 7 shows the hurricane evacuation thresholds for different hurricane paths and intensities.

TABLE 7

HURRICANE EVACUATION THRESHOLDS FOR DIFFERENT HURRICANE PATHS AND INTENSITIES DIXIE AND TAYLOR COUNTIES STUDY AREA, 1985

DIRECTION OF HURRICANE	SAFFIR/SIMPSON HURRICANE CATEGORIES				
	1	2	3	4	5
(LANDFALLING)					
North Bound	"A"	"B"	"B"	"B"	"B"
NorthEast Bound	"A"	"B"	"B"	"B"	"B"
East Bound	"A"	"B"	"B"	"B"	"B"
(PARALLELING)					
NorthWest Bound	"A"	"B"	"B"	"B"	"B"
(EXITING)					
West Bound	"A"	"B"	"B"	"B"	"B"

SOURCE: SPLASH II Computer Simulation, U.S.G.S. Topographic Maps, staff analysis

APPENDIX B

SIGNIFICANT NATURAL AREAS

RECOMMENDED MANAGEMENT PROGRAM

EXCERPT FROM NORTH CENTRAL FLORIDA REGIONAL PLANNING
COUNCIL, COASTAL HAZARD MITIGATION AND RESOURCE
PROTECTION IN THE NORTH CENTRAL FLORIDA REGION,
MARCH, 1986.

V

RECOMMENDED MANAGEMENT PROGRAM

INTRODUCTION

As can be seen from the programs described in Chapter IV, much legislation has been enacted by the State to provide for legislation has been enacted by the State to provide for the protection of hurricane surge areas, floodprone areas, water quality, and significant natural areas. However, these programs have been created over a number of years, usually to address a specific issue. Thus, these programs are often isolated from one another in their application to a specific area. The purpose of this chapter is to describe a coordinated hazard mitigation and natural area protection management program.

The recommended program establishes a desired outcome for each of the previously identified regionally significant areas and suggests a number of independent programs which, when taken together, should be successful in resource protection and hazard mitigation. These programs include public acquisition, the imposition of optional State regulatory programs, and the use of local regulatory powers. It is the intent of the recommended management program to provide guidance to the proper management and use of these areas for inclusion in State, regional and local plans and programs. The management program consists of two major parts: (1) overall program thrusts; and (2) overlay designations.

PROGRAM THRUSTS

Four broad classifications, or program thrusts, are developed for application to the previously identified regionally significant natural areas. These are Preservation-Conservation, Preservation-Recreation, Economic Production-Rural, and Urban.

PRESERVATION-CONSERVATION

The preservation-conservation program thrust has as its objective the maintenance of designated natural areas in a relatively undisturbed state. Thus, this program thrust places emphasis on the public acquisition of especially critical natural areas, along with the strict regulation of privately-held lands.

For example, public acquisition programs such as the Save Our Rivers program would be widely used to purchase certain critical areas which would then be managed to ensure their preservation while a combination of State, regional and local regulatory programs would be used to ensure the protection of the remaining area under this designation. Appropriate State and regional programs would be the Outstanding Florida Waters program administered by the Department of Environmental Regulation, the Works of the District program administered by the Suwannee River Water Management District and/or the Developments of Regional Impact program administered by the Council which could establish lower "thresholds" for areas so designated. Local governments could address issues regarding the use and management of these areas through their comprehensive plans and regulations.

PRESERVATION-RECREATION

The preservation-recreation program thrust has as its objective the provision and maintenance of resource-based recreation values. Similar to the preservation-conservation program, this program thrust would utilize public acquisition programs such as the Land Acquisition Trust Fund or the Save Our Rivers program to purchase regionally-significant natural areas for recreational use--open to the general public. In addition, State, regional and local regulatory programs such as the ones discussed above would be used to protect the natural recreational and aesthetic values of privately-held areas adjacent to lakes and river corridors and to designate the types of recreational uses that may be most appropriate for the adjoining water bodies.

An example of the application of the Preservation-Recreation Program Thrust would be along Segment III of the Suwannee River. Here, residential development would be permitted but lot sizes would be large enough and riverfront setbacks of sufficient depth to maintain undeveloped character of the river. The wildlife corridor overlay would be extensively used by the public as a hiking and horseback riding trail. Motorboats would be permitted extensive use of the river corridor in conjunction with canoes and speed limits sufficient to prevent riverbank erosion.

ECONOMIC DEVELOPMENT-RURAL

The economic production-rural program thrust has as its objective the retention of regionally significant areas in rural uses such as agriculture and forestry operations. For areas designated economic production-rural, rural production values would take precedence over residential and urban land uses. Several of the State, regional and local regulatory programs such as the ones described above would be appropriate for application to these areas.

Public acquisition is limited to specific springs or other small-scale, unique features. Wildlife corridor overlays are possible within this program thrust but are subordinate to economic production values. For example, within an agricultural area, the wildlife corridor may also be used by grazing cattle or may be altered from its actual course to reflect crop plantings and property lines.

An example of an Economic Production-Rural Program Thrust is the secondary wetlands of California Swamp. This area is under extensive timber harvesting and has been for many years. Most of the timber is on a 20-year rotation cycle employing clear-cut harvesting techniques.

Silviculture Best Management Practices are employed. The land is regularly burned and fertilized using aerial application techniques to promote tree growth. Such applications could cause problems adjacent to residential subdivisions. In order to promote economical timber harvesting and management, aerial application techniques would be allowed to continue and residential development would be prohibited within such areas. A buffer area of adequate depth may be appropriate around the designated area in order to insure the continued use of appropriate economic production techniques.

URBAN

The urban designation is applied to existing and proposed urban areas located within or adjacent to regionally significant natural areas. Once identified, the objective is to determine which areas can receive further growth without causing significant adverse impacts to the resource and what special precautions should be taken to ensure its protection as development occurs. Table 25 presents existing urban areas classified by size and function located within or immediately adjacent to regionally significant areas. Urban places within the region range from settlements (Class 1) with populations of less than 100 persons, e.g., town of Suwannee, to a regional metropolis (Class 6) with a population exceeding 60,000 persons, e.g., Gainesville.

TABLE 25

URBAN AREAS LOCATED WITHIN OR ADJACENT TO
REGIONALLY SIGNIFICANT NATURAL AREAS BY
ECOLOGICAL ZONE, INCLUDING URBAN AREA CLASSIFICATION

URBAN AREAS BY ECOLOGICAL ZONE	URBAN AREA CLASS
Coastal Drainage Basin	
Athens	1
Cedar Island	1
Cross City	4
Dekle Beach	1
Hampton Springs	1
Horseshoe Beach	2
Jena	1
Jonesboro	1
Keaton Beach	1
Old Town	1
Perry	5
Salem	1
Spring Warrior Camp	1
Steinhatchee	1
Steward City	1
Tennille	1
Town of Suwannee	1
Suwannee River System	
Branford	3
Dowling Park	1
Ellaville	1
Fanning Springs	2
Grady	1
Luraville	1
Rock Bluff Ferry	1
Wannee	1
White Springs	3
Uplands with Direct Impact on River System	
Brooker	2
Chancey	1
Dixie Town	1
Fletcher	1
Graham	1
Hampton	2
Hatchbend	1

TABLE 25. CONTINUED

URBAN AREAS BY ECOLOGICAL ZONE	URBAN AREA CLASS
Jennings	3
Louise	1
Mayo Junction	1
Old Town	1
Santa Fe	1
Wilcox Junction	1
Uplands with Indirect/No Impact on River System	
Cross Creek	1
Earleton	1
Gainesville	6
Greenville	3
Hawthorne	3
Island Grove	1
Lake City	5
Lochloosa	1
Melrose	1
Micanopy	3
Rochelle	1
Waldo	3
Groundwater Recharge Areas	
Alachua	4
Baker's Mill	1
Columbia City	1
Hillcoat	1
Jasper	4
Lee	2
Myrtis	1
Northwood	1
Wellborn	1
Williford	1

OVERLAY DESIGNATIONS

In addition to program thrusts, the recommended management program uses a number of programs independent of program thrust designation, referred to hereafter as overlay designations. Overlay designations are designed for an underlying resource which is so special that regardless of the program thrust designation, special consideration must be given to the protection of the affected resource.

Overlay designations are divided into four types: (1) Flora and Fauna Protection; (2) Resource-based Recreation; (3) Hazard Protection; and (4) Water Quality Protection. Flora and fauna overlays include wildlife islands, wildlife breeding areas, wildlife nesting sites, aquatic preserves, unique habitats, manatee preserves, and wildlife corridors. Resource-based recreation overlays include hiking/horseback riding trails, canoe trails, and motorboat corridors. Hazard protection overlays include the hurricane surge area, floodplain corridors and floodprone areas. Water quality protection overlays include stream-to-sink recharge areas, high indirect recharge areas, Works of the District, and Outstanding Florida Waters.

As noted in Table 26, overlay designations can overlap each other and cross areas with differing program thrust designations. However, standards and implementation methods may vary by program thrust designation. There are a few overlay programs which are applicable only to specific program thrust designations. The majority of overlays are applicable to all program thrusts.

TABLE 26

OVERLAY ELEMENTS BY PROGRAM THRUST

CORRIDOR OVERLAY	PROGRAM THRUSTa			
	C	R	E	U
Flora and Fauna Overlays				
1. Wildlife Island, including	X			
Wildlife Breeding Areas and	X	X	X	
Wildlife Nesting Sites	X	X	X	X
2. Wildlife Corridor	X	X	X	X
3. Aquatic Preserve Designation	X	X	X	X
4. Manatee Preserve Designation	X			
5. Unique Habitat Overlay	X	X	X	X
Resource-based Recreation				
1. Hiking/Horseback Riding	X	X	X	X
Trail				
2. Canoe Trail	X			
3. Motorboat Corridor		X	X	X

TABLE 26, CONTINUED

CORRIDOR OVERLAY	PROGRAM THRUSTa			
	C	R	E	U
Hazard Protection Overlays				
1. Hurricane Surge Area	X	X	X	X
2. Floodplain Corridors and Floodprone areas	X	X	X	X
Water Quality Protection Overlays				
1. Stream-to-sink Recharge Areas	X	X	X	X
2. High Indirect Recharge Areas	X	X	X	X
3. OFW Designation	X	X	X	X
4. Sink/Spring Overlay	X	X	X	X
5. Works of the District	X	X	X	X
aWhere C represents Conservation; R - Recreation; E - Economic Production-Rural; and U - Urban.				

OVERLAY ELEMENT DESCRIPTIONS

FLORA AND FAUNA OVERLAYS

WILDLIFE ISLAND, BREADING AND NESTING SITES OVERLAY

Flora and fauna overlays consist of wildlife islands, wildlife corridors, aquatic preserves, manatee sanctuaries, and unique habitats. Furthermore, wildlife island designations consist of three different scales: (1) wildlife islands; (2) wildlife breeding areas; and (4) wildlife nesting sites. A wildlife island should be large enough to support a threshold level population of a particular species. Therefore, wildlife islands tend to be quite large, involving several thousand acres of land. Wildlife breeding areas tend to be much smaller ranging between 50 and 200 acres in size and are typically used by migratory and resident bird populations. Nesting sites represent individual nests of birds, reptiles, or other animals. Such areas generally represent only one or two nesting pairs and may be found within any program thrust.

WILDLIFE CORRIDOR OVERLAY

Wildlife corridors connect wildlife islands together. They allow animals to migrate from one wildlife island to another to reduce in-breeding and provide evacuation routes during stressful environmental events such as fires and hurricanes. Most wildlife corridors follow

One proposal currently under review is the establishment of a statewide corridor system for movement of Florida panthers from north to south Florida. This proposal also calls for linking the Gulf coastal marsh with the Osceola National Forest-Pinhook Swamp area using wildlife corridors.

AQUATIC PRESERVE OVERLAY

The Aquatic Preserve Overlay sets aside for future generations state-owned submerged lands in areas which have exceptional biological, aesthetic, and scenic attributes. The establishment of a State aquatic preserve limits the construction of bulkheads, places severe restrictions on dredging, restricts the dredging of minerals, limits the erection of structures within the preserve to docks for reasonable ingress and egress, commercial docking facilities, and shore protection structures. In addition, no water or effluents can be discharged into an aquatic preserve which substantially harms the preserve. Currently, the Dixie and Taylor county coastal marsh are the only aquatic preserves in the region.

MANATEE PRESERVE OVERLAY

The Manatee Preserve Overlay is intended to preserve Florida's "outstanding marine mammal". The Overlay Designation essentially calls for the enactment of a state manatee preserve under the State's Manatee Preserve Act. Designation may impose limits on dredging activities, motorboat speed limits, and general river use, particularly during the spring Manatee migration.

UNIQUE HABITAT OVERLAY

Unique habitat designation is meant to apply primarily to areas containing endangered, threatened or rare plant species. Once identified, special care should be given to these areas to prevent the loss of the habitat. In urban areas, a specialist should be brought in to design development proposals compatible with such plant species.

RESOURCE-BASED RECREATION OVERLAYS

HIKING/HORSEBACK RIDING OVERLAY

This corridor is very similar to a wildlife corridor and in some instances the two may be coterminous. When overlapping, hiking trails should be kept as distant as possible from the center of the wildlife corridor to reduce disturbance and human intrusion. For example, in the case of the Suwannee River, the trail should only approach the river's

edge at areas offering interesting views or containing unique river features. Buffer areas should be established in conservation and recreation areas to minimize the negative impacts of residential land use and other activities upon hikers. When overlapping wildlife corridors, usage of the trail should be kept down to levels which will not substantially disrupt the wildlife corridor function.

Camping areas should be kept small in size. In preservation-conservation areas, camping areas should be limited to off-road access while in preservation-recreation areas, car campers should be permitted along the trail and bicyclists should be allowed to use the trail. Camping areas should be prohibited in urban areas. In economic production-rural areas, hiking trail campgrounds should generally be limited to hikers and horseback campers. In urban areas, the trail system might be incorporated into urban parks and along scenic highways.

CANOE TRAIL OVERLAY

Canoe trails are meant to provide a quality wilderness experience similar to a hiking/horseback riding trail and could correlate well with wilderness corridors, hiking trails, and floodprone areas. For example, canoe trails could share campgrounds with the hiking trails. In order to provide a quality outdoor experience for canoe trails, it is important that special regulations be adopted along the stream banks of canoe trails for minimum setbacks and special design review of development proposals to insure all proposed development is harmonious with the wilderness quality of the canoe trail.

MOTORBOAT OVERLAY

Motorboat corridors should allow for mixed use of motorboats, canoes, and other watercraft. Speed limits and special regulations may be necessary in order to minimize shoreline erosion. A certain amount of limited boat dock access should be available to allow river access to State parks, urban areas, and other selected features. In addition, during certain times of the year it may be necessary to limit motorboat activity, such as during manatee migration periods and sturgeon spawning runs.

HAZARD PROTECTION OVERLAYS

HURRICANE SURGE AREA OVERLAY

This overlay zone applies only to the coastal areas of Dixie and Taylor Counties. The primary thrust of this overlay designation is to minimize damage to human life and property caused by hurricanes. As noted in Chapter IV, coastal jurisdictions must address this problem in their comprehensive plans including the issue of public infrastructure

investments which may have effect of subsidizing development in hazardous areas.

FLOODPLAIN CORRIDOR AND FLOODPRONE AREA OVERLAY

This overlay designation applies only to the regional river systems and is limited to the 100-year floodplain. The primary intent of the overlay designation is to minimize damage to human life and property caused by river flooding. Continued application of the local government floodplain ordinances and Works of the District setback requirements are appropriate to this designation.

WATER QUALITY PROTECTION OVERLAYS

STREAM-TO-SINK RECHARGE AREA OVERLAY

This overlay is intended to provide adequate treatment of groundwater runoff reaching sinks with direct recharge to the Floridan Aquifer. Currently, the surfacewater management rules of the Suwannee River Water Management District have identified such recharge areas and produced surfacewater runoff regulations for development within such areas. These regulations minimize surfacewater discharge to sinks. Additional regulations could include a development setback of sufficient distance from the sink to allow proper treatment of surfacewater runoff.

HIGH INDIRECT RECHARGE AREA OVERLAY

The protection of the Floridan Aquifer as the primary source of potable water for the urban areas of the region is anticipated to require special land management techniques within areas subject to large volumes of indirect (percolation) groundwater recharge. Such regulations may limit the use of certain pesticides, herbicides, and fertilizers. Additionally, such areas are likely to require special consideration for hazardous waste and toxic chemical contamination considerations.

OFW DESIGNATION OVERLAY

The OFW Overlay designation is an extension of the Florida Air and Water Pollution Control Act (section 403.061 (10), (25), (28) F.S.) which allows the Department of Environmental Regulation to establish rules which provide for a special category of water within the state known as "Outstanding Florida Waters."

Waters under the State Outstanding Florida Waters Act include all waters in National Parks, National Wildlife Refuges, State Parks and Preserves, Scenic and Wild Rivers, State Aquatic Preserves, and certain waters

within National Forests. Special Water OFW's within the region include the Suwannee River, and the Santa Fe River system (Santa Fe River, Lake Santa Fe, Little Lake Santa Fe, Santa Fe Swamp, Olustee Creek and the Ichetucknee River below State Road 27).

OFW designation freezes current water quality levels and prevent further water quality degradation regardless of DER Water Quality Classification. Designation does not include incorporated or unincorporated municipalities or the area 500 ft. off-shore of any incorporated or unincorporated municipality. When an individual submits a DER application, it is reviewed under a tougher standard than would otherwise apply. OFW designation only has an impact if a proposed project is in the DER permitting system. Septic tanks and building permits are not included. Silvicultural activities are also exempted. In practice, OFW status affects dredge & fill activities, sewage disposal plants, and industrial waste disposal. In addition, residential developments of 40 acres or more must meet certain water detention and retention requirements. Under OFW designation, a residential development must meet existing surfacewater management requirements plus 50 percent more. For example, if a development project is required by surfacewater management rules to retain the first 1/2 inch of stormwater, the same development would have to retain the first 3/4 inch of stormwater under an OFW classification.

SINK/SPRING OVERLAY

The Sink/spring overlay is similar to the spring to sink recharge overlay with additional provisions for the protection spring sloughs. The Overlay is more localized and applies only to areas within close proximity to major sinks and first, second, and third magnitude springs.

WORKS OF THE DISTRICT OVERLAY

The Works of the District Overlay is an extension of surfacewater management rules developed by the water management districts. The SRWMD and SJRWMD have rules for surfacewater management within the water management district as well as works of the district rules for those areas declared works of the district by the respective water management districts. Works of the District currently include the floodways of the Suwannee, Santa Fe, Alapaha, Withlacoochee, and Aucilla rivers. While these rules do not dictate land use or land use intensities, they do provide for a 75 foot streamside setback from the river's edge of all streams and rivers located within works of the district. The rules prevent construction and vegetation clearance within the streamside setback area, including mounded septic tanks.

PROGRAM THRUST DESIGNATION BY ECOLOGICAL ZONE

This section applies the management program developed in this chapter to the previously identified regional significant areas. Table 27 presents a summary of the recommended management program for all of the areas grouped by ecological zone. The recommendations consist of program thrust designation, public acquisition policy, and applicable overlay zones. It is important to note that the wildlife island overlays (islands, breeding areas, and nesting sites) are hierarchical. The actual designation presented in the table represents the highest level of wildlife island recommended for each regionally significant area. Thus, an area designated as a wildlife island will also include both breeding area and nesting site overlays.

COASTAL DRAINAGE BASIN

The primary program thrust recommended for the coastal drainage basin is preservation-conservation due in part to the sensitivity of the coastal ecology (which is critical to the health of the Gulf fishing industry) and in part to hurricane hazards. Virtually the entire coastline, except for a few scattered areas designated for urban development, is included in the recommended designation. The second-largest areal designation within the coastal drainage basin is economic production-rural. This designation acknowledges the vast acreage of existing commercial forestry and agricultural operations occurring within the coastal drainage basin.

In addition to the primary program thrusts, the hurricane surge overlay designation is recommended for the entire coastline of Dixie and Taylor counties, while the unique habitat overlay is recommended for the coastal marsh and estuaries. The Outstanding Florida Waters designation is recommended for the Gulf coastal waters, the coastal marsh, the Econfina, Steinhatchee and Aucilla Rivers, and regionally significant freshwater wetlands located westward of U.S. Highway 19. Finally, public acquisition is recommended for the core of California Swamp as well as the Aucilla, Econfina, and Steinhatchee River corridors.

SUWANNEE RIVER SYSTEM

The following program thrusts are recommended for the five segments of the Suwannee River and its major tributaries; the Alapaha, Ichetucknee, Santa Fe, and Withlacoochee rivers. Segment I of the Suwannee is recommended for preservation-conservation; Segment II is designated for preservation-conservation; Segment III, preservation-recreation; Segment IV, preservation-recreation; and Segment V, preservation-conservation. Only Segment V of The Suwannee is recommended for acquisition. However, within each segment of the Suwannee as well as its tributaries are several features which require special consideration in their treatment.

These smaller areas consist of significant natural areas, urban areas, sinks and springs. Regardless of program thrust, two overlay designations are applied along the entire Suwannee River system. These are the floodplain and wildlife corridor overlays.

The intent of the recommended program thrusts for the Suwannee River system is to limit land uses primarily to recreational, agricultural, and silvicultural along the length of river system and to cluster urban development within designated points along the rivers. Urban clusters would support a greater intensity of development, allowing smaller lot sizes than permitted elsewhere along the rivers.

As shown on Table 27, a number of different overlays are recommended for various segments of the river system, for example, hiking/horseback and canoe trails are recommended for Segments I and II, while the manatee preserve overlay is recommended for Segment V which includes the mouth of the Suwannee River.

UPLANDS WITH DIRECT IMPACTS ON RIVER SYSTEM

The primary program thrusts recommended for these regionally significant areas are preservation-conservation and preservation-recreation. Generally, areas which are currently used for recreational purposes are classified for future use as recreational while undeveloped areas are classified as conservation. This ecological zone includes some of the most extensive proposed land acquisitions. Only Ginnie Spring and Blue Spring are recommended to remain in private ownership.

Regionally significant natural areas within this ecological zone are almost inseparable from the rivers themselves. Most of these areas are located within the 100-year floodplain. Identified areas include many floodprone lands directly adjacent to the river system. These natural areas are generally smaller than other identified regionally significant areas; however, they represent the best remaining natural areas on or adjacent to the river system. Many of these areas are presently experiencing significant development pressure.

UPLANDS WITH INDIRECT OR NO IMPACT ON RIVER SYSTEM

The primary recommended program thrust is preservation-conservation, with the exceptions of the proposed Lochloosa Forest and Osceola National Forest which are designated as preservation-recreational, and Wacassassa Flats which is designated economic production-rural.

These lands are primarily large areas of upland wetlands and forests, much of which is already in public ownership. Some of the land, particularly in Alachua County, is experiencing significant development pressure while other areas, due to wetness, are experiencing virtually no development pressure and are not anticipated to experience significant pressure through the year 2010.

One of the primary goals for upland areas, particularly Pinhook Swamp and the Osceola National Forest, is preservation of existing natural systems due in part to the possibility that an experimental panther preserve may be established linking the Okefenokee National Wildlife Refuge in southern Georgia to the Osceola National Forest.

GROUNDWATER RECHARGE AREAS

Less is known about groundwater recharge areas in the Region than any other natural resource. The Suwannee River Water Management District has identified stream-to-sink recharge areas but has yet to accurately identify areas of high indirect recharge. Nevertheless, the identified stream-to-sink recharge areas represent a significant land area which require special care due to their direct hydrologic connection to the Floridan Aquifer. Generally, the land use and intensity of use is not so much a concern as is the method of surfacewater management. Recently enacted surfacewater management rules are expected to provide an adequate level of protection to protect the underground aquifers within identified recharge areas.

Areas with high indirect recharge rates may require different forms of land management. In such areas, the use of certain pesticides, herbicides, and fertilizers may need to be restricted in order to protect the drinking water supply from contamination. Due to the many contaminants created by an urban environment, intensive development should be directed away from these areas. The Suwannee River Water Management District is attempting to identify such areas and their associated rates of recharge. Once the areas have been identified and recharge rates established, local governments as well as the District should be prepared to develop and implement appropriate regulations for groundwater protection.

Currently, all but the Alachua County Recharge Area is recommended for the economic production-rural classification. Classification of these areas is especially difficult, since with proper surfacewater management, a wide variety of land uses could be supported within the stream-to-sink recharge areas. The current program thrust designation is a reflection of both current and projected land use and economic activities within these areas.

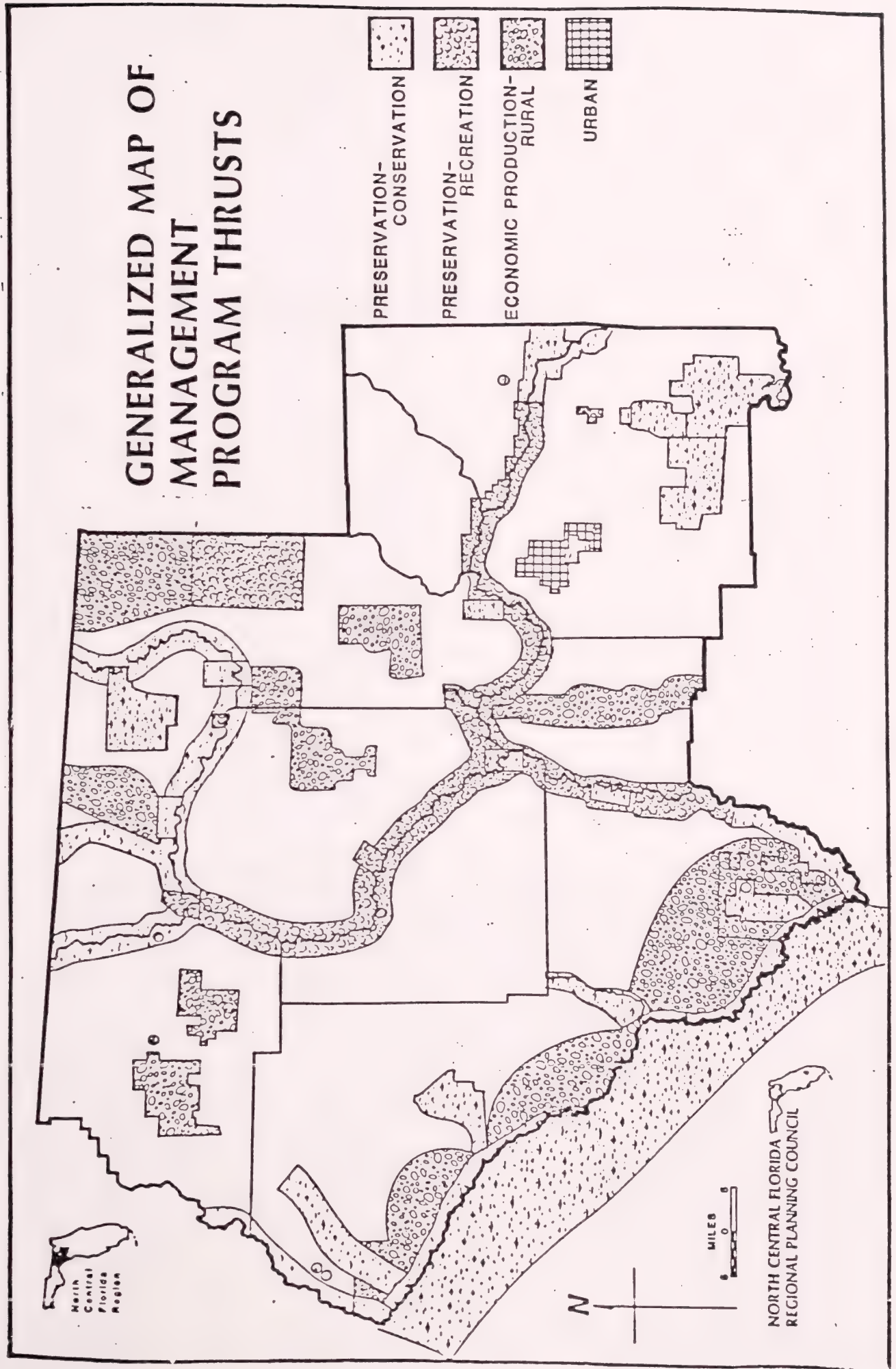
TABLE 27 RECOMMENDED MANAGEMENT PROGRAM FOR AREAS
BY ECOLOGICAL ZONE

	[Program Acquis		Flora & Fauna Protection							Recreation			Hazard		Water Quality			
	[Threat	Policy	W Isl	W Breed	W Nest	W Corr	Habitat	ICD	Ransted	Trail	Canoe	Boat	HS Area	F P	S-Slab	Ground	OFV	W of D
Coastal Drainage Basin																		
1. Aucilla River Corridor	C	A				X					X			X			X	X
2. Aucilla River Estuary	C	R					X	X					X				X	X
3. California Swamp, Core	C	A	X				X						X				X	
4. California Swamp, Remainder	R	R											X					
5. Escambia River Corridor	C	A			X						X			X			X	
6. Escambia River Estuary	C	R	X				X	X					X				X	
7. Freshwater Wetlands west of U.S. 19	R																	
a. Direct Sheet Flow to Gulf	C	R											X				X	
b. Indirect Sheet Flow to Gulf	R	R															X	
8. Gulf Coastal Marsh	R	R	X				X	X					X				X	
9. Gulf Coastal Waters							X	X									X	
10. Lur Suwannee Nat Wildlife Ref	C	P	X				X	X					X				X	
11. St Marks Nat W Refuge	C	A					X	X					X				X	
12. Spring Warrior Creek Corridor	C	R			X									X			X	
13. Spring Warrior Creek Estuary	C	R	X				X	X					X				X	
14. Spring Warrior Swamp	C	R	X														X	
15. Stelmachee River Corridor	C	A				X					X			X			X	
16. Stelmachee River Estuary	C	R	X				X	X					X				X	
17. Suwannee River, Segment V (see Suwannee River System)																		
18. Tide Swamp	R	R	X										X				X	
Suwannee River System																		
19. Alapaha River	C	R				X					X			X				X
20. Ichauway River	R	R				X					X			X				
21. Santa Fe River	R	R				X						X		X			X	X
22. Suwannee River, Segment I	C	R				X					X			X			X	X
23. Suwannee River, Segment II	C	R				X				X	X			X			X	X
24. Suwannee River, Segment III	R	R				X				X				X			X	X
25. Suwannee River, Segment IV	R	R				X						X		X			X	X
26. Suwannee River, Segment V	C	A				X		X	X			X		X			X	X
27. Withlacoochee River	C	R				X					X			X				X

TABLE 27, CONTINUED

	Program / Acquis		Flora & Fauna Protection										Hazard			Water Quality			
	Threat	Policy	U. Isl	U. Broad	U. Rest	U. Corr	Habitat	MO	Parasites	Trail	Canoe	Canoe	Boat	H.S. Area	P.P.	S-Sink	Ground	CFW	W of D
Uplands With Direct Impact on River Systems																			
28.	Aucilla River Sink	C	A			X		X			X					X	X		X
29.	Blue Spring	R	R			X										X	X		X
30.	Brown Tract	C	P		X			X			X					X			X
31.	Carey Forest	C	R		X														
32.	Ginnie Springs	R	R			X										X	X		X
33.	Holton Creek	C	A		X			X			X					X			X
34.	Ichetucknee Springs State Park	R	P			X										X			
35.	O'leno State Park & River Rise State Preserve	C	P		X											X			X
36.	Peacock Slough	R	A			X		X								X	X		
37.	Remaining Lands Comprising Ecosystems of:																		
a.	Ichetucknee St. Park	R	A			X										X			
b.	Suwannee River State Park	R	A			X										X			X
c.	O'leno-River Rise St. Pro	C	A		X											X			X
38.	Santa Fe Helwaters Swamp	C	P	X				X								X			X
39.	Suwannee River State Park	R	P		X					X						X			X
40.	Suwannee-Santa Fe Confluence	C	A		X			X								X			X
41.	Wannee Natural Area	C	A		X			X								X			X
Uplands with Indirect/No Impact on River System																			
42.	Bee Haven Bay	C	R	X															
43.	Big Gum Swamp Nat. Wilderness	C	P	X				X											
44.	Brooks Sink	C	A			X		X									X		
45.	Devil's N' Hopper St. Geo Site	C	P			X											X		
46.	Gum Root Swamp	C	R		X			X											
47.	Hixtown Swamp	R	R	X						X									
48.	Lochloosa Wildlife Mgmt Area	C	A	X															
49.	Osceola Nat. Forest	R	P	X						X									
50.	Payne's Prairie State Preserve	C	P	X				X									X		
51.	Pinhook Swamp-Sanfilippo Bay-Impassable Bay	R	R	X															
52.	Remaining Lands Comprising Ecosystems of:																		
a.	S. Felasco Hammock St. Preserve	C	A	X															
b.	Payne's Prairie St. Preserve	C	A	X															
53.	S. Felasco Hammock St. Preserve	C	P	X															
54.	Macassassa Flats	R	R		X												X		
Groundwater Recharge Areas																			
55.	Alachua Co. Recharge	R	R			X											X		
56.	Columbia Co. Southern Recharge	R	R			X											X		
57.	Columbia Co. Western Recharge	R	R			X											X		
58.	Hamilton Co. Recharge	R	R			X											X		
59.	Madison Co. Recharge	R	R			X											X		
60.	Suwannee Co. Recharge	R	R			X											X		

ILLUSTRATION 1



EVALUATION REPORT

ADDRESSING PROPOSED AMENDMENTS TO
NORTH CENTRAL FLORIDA COMPREHENSIVE REGIONAL POLICY PLAN

THIS EVALUATION REPORT HAS BEEN PREPARED
PURSUANT TO CHAPTER 186, FLORIDA STATUTES, AND
CHAPTER 27E-4, FLORIDA ADMINISTRATIVE CODE,
BY THE FLORIDA DEPARTMENT OF COMMUNITY AFFAIRS

MARCH 29, 1991

I. INTRODUCTION

This Evaluation Report has been prepared pursuant to Chapter 186, Florida Statutes, and Chapter 27E-4, Florida Administrative Code. The Florida Department of Community Affairs (DCA) is charged with carrying out the duties and responsibilities of the Executive Office of the Governor (EOG) under these Chapters pursuant to a Memorandum of Agreement (MOA) with the EOG effective March 30, 1990. A copy of the MOA is enclosed as Attachment A.

The North Central Florida Regional Planning Council (NCFRPC) submitted proposed amendments to its Comprehensive Regional Policy Plan (CRPP) on January 2, 1991, to the DCA for review. The amendment package submitted to the DCA for review is enclosed as Attachment B.

Pursuant to the MOA, the DCA is charged with providing a final Evaluation Report to the NCFRPC within 90 days of receipt of the proposed amendments. The DCA Evaluation Report must address, at minimum, the proposed amendments' consistency with the State Comprehensive Plan; consideration of other plans, statutes, and programs; and consistency between comprehensive regional policy plans.

The DCA is also charged with soliciting, coordinating, compiling, and integrating comments on the proposed amendments from all state agencies, regional planning councils, metropolitan planning organizations, and water management districts. The comments that have been submitted to the DCA are contained in a Compendium of Review Comments that accompanies this Evaluation Report as Attachment C. Such comments are integrated to the extent that they are incorporated in the text of the following Evaluation Report.

The following evaluation is organized into two sections. The first section contains a General Comments section highlighting concerns identified consistently throughout the plan amendments. The second section provides comments specific to individual goal areas. All comments are classified into one of three categories: major, minor or advisory. Major Comments consist of inconsistencies, omissions, and conflicts with the State Comprehensive Plan, Chapter 186, Florida Statutes, and Chapter 27E-4, Florida Administrative Code. Minor Comments consist of inconsistencies or conflicts with other plan, statutes, rules, and policies. They may also consist of lesser inconsistencies or conflicts with the SCP, Chapter 186, F.S., and 27E-4, F.A.C. Recommendations for action are provided in support of every major and minor comment. Advisory Comments convey suggestions or advice to the Council that it is hoped that the Council will take into consideration when revising its plan.

II. GENERAL COMMENTS

Major Comments

1. Many of the proposed new measures for the regional goals are the "annual change in the number of local government comprehensive plans which adequately address this goal." This measure is often too narrow and thus inadequate to measure the achievement of the regional goals. Reliance solely on local government comprehensive plans to measure progress will limit information to only those issue areas covered in local plans and also fail to assess actions by other local, regional, and state private and public agencies. While the Department recognizes the Council's efforts to streamline its plan, it has in many cases changed its measures to the point of failing to "...show the projected outcome of a [goal or] policy as it is implemented..." as required by s. 27E-4.004(4), F.A.C.

Recommendation: Revise or add measures to more fully capture and evaluate progress and achievement of goals and policies in the Region.

Minor Comments

None.

Advisory Comments

1. With the addition of a new chapter on downtown revitalization, the subsequent chapters and goals and policies therein should be renumbered. For example, the proposed amendment now includes two versions of Chapter 17.
2. When deleting goals and policies, remaining goals and policies should be renumbered to reflect what the new document will look like. It is difficult for reviewers to understand the proposed organization of the new plan if goals and policies are not renumbered.
3. Many of the amended goals are written with words or phrases that do not provide a measurable end to ensure the long term desire of the goal is achieved. The Council should consider submitting future amendments which revise goals throughout their CRPP. These revised goals should be written in a way that provides specific and measurable intermediate ends that ensures progress or achievement of the goal. A measure such as quantity, percentage, etc., and a definite time period for its accomplishments should be included in the revised goals. In addition many of the deleted policy measures contained specific implementation dates (e.g., 1995, 2000). The proposed goal measures do not include implementation dates; however, implementation dates may still remain as a

quite appropriate measure for the goals and policies. The Council is encouraged to re-evaluate the goals and include dates for implementation as appropriate.

4. Many of the amended policies are written using vague and conditional terminology such as "encourage", "discourage", "promote", "should address", etc... Policies should include specific implementation activities and programs that should ensure the achievement of the goal. Policies should answer the question of "how" by specifying the clearly defined actions (programs and activities) that will be taken to achieve the goal. Policies are integral to the successful implementation of the plan. The Council should consider future amendments to revise policies throughout the plan to delete vague and conditional language and include specific actions that will ensure implementation of the relevant regional goals.
5. Many policies throughout the plan indicate either a leading or supporting role for the DCA or other State agency in achieving the desired result. These policies could be more effective if they specifically identified the role the Council will play in bringing these strategies to the attention of the relevant agencies and getting the pertinent agencies to undertake the assignments. The Council should revisit the policies to more clearly identify how external agencies will be notified of and persuaded to undertake specific projects.

III. COMMENTS ON SPECIFIC GOAL AREAS

STATE GOAL 1 - EDUCATION

Major Comments

None.

Minor Comments

None.

Advisory Comments

None.

STATE GOAL 2 - CHILDREN

Major Comments

None.

Minor Comments

1. Section 187.201(2)(b)1., F.S., requires a decrease in the number of children at risk of becoming delinquent, abused, or otherwise dependent on society through preventative counseling services and day treatment programs. The measure for Goal 2.1.6., "a change in the number of low birthweight babies", addresses only a narrow range of problems and does not provide a measure for the complete goal statement and its policies, which address a much broader issue of chronic health and social problems.

Recommendation: Revise the measure to address the whole issue of chronic health and social problems.

2. The measure for Goal 2.3.1., "a change in funding by mental health service district", is not an appropriate measure for the goal statement to provide a full range of children's mental health services.

Recommendation: Include an appropriate measure for determining whether a full range of services is being provided.

Advisory Comments

1. School-based programs could be added to Policy 2.3.3.3. since these may well be the focal points of access for this target population.

STATE GOAL 3 - FAMILIES

Major Comments

None.

Minor Comments

None.

Advisory Comments

1. Additional measures which could be used for Goal 3.1.6., to maintain and strengthen the family unit, include: the number of abuse and neglect cases reported to the registry; and, the number of juveniles entering the juvenile justice system.

STATE GOAL 4 - THE ELDERLY

Major Comments

None.

Minor Comments

1. The measure for Goal 4.1.1. is "a change in the rate of elderly abuse and neglect in the region." Use of "reduction in the rate of abuse" would more accurately reflect the goal statement.

Recommendation: Revise the measure for Goal 4.1.1. by replacing the word "change" with the word "reduction".

Advisory Comments

1. The RPC should consider adding goals and policies which address mental health and substance abuse needs of the elderly.
2. The RPC should consider combining Policies 4.3.1.1. through 4.3.1.3. and including Supportive Services, Pre-Admission Screening and Placement programs to cover the entire spectrum of existing community services.

STATE GOAL 5 - HOUSING

Major Comments

None.

Minor Comments

1. Section 187.201(5)(b)1., F.S., seeks to eliminate public policies which result in housing discrimination. Policies 5.1.1.4. and 5.1.1.5. state that an adequate supply of community residential homes should be permitted. Chapter 419, F.S., establishes specific criteria for the siting of community residential homes. The policies could be interpreted to state that local governments may preclude the siting of these homes.

Recommendation: Revise the policies to state that community residential homes will be sited consistent with Chapter 419, F.S.

2. Policy 5.1.3.2., states that "large scale private developments may be required through the DRI process to provide a fair share of its residential units as low and moderate income housing". The policy does not require DRIs without a residential component to address whether affordable housing for the area which the proposed DRI will

impact is adequate and, if not, how the impacts are to be mitigated.

Recommendation: A formula to determine the demand on affordable housing as it relates to DRIs should be developed and used as a measure to determine whether DRIs are adequately addressing the affordable housing issue.

Advisory Comments

1. Section 187.201(5)(b)4., F.S., seeks to increase the supply of safe, affordable housing by providing incentives to the private sector. Examples of private sector incentives for affordable housing could prove useful for Policy 5.1.4.2. Some examples include: real estate tax abatement; deferral or elimination of building permit fees; density relaxation; one step permitting/review processes (zoning, planning, etc.); relaxation of building height restrictions; differential tax assessments for affordable housing; tax abatements for conversion of commercial to residential property; tax incentives for employers who help provide affordable employee housing; tax exemptions for low cost housing projects operated by nonprofit housing community-based organizations.
2. Policy 5.1.2.2, which states that minimum housing codes should be adopted and enforced, includes the Department of Community Affairs as a contact agency. It should be noted that s.553.73(7), F.S., precludes the DCA from having a State minimum building code which contains a housing code. It is recommended that the DCA be deleted as a contact agency.
3. Goal 5.1.3, addresses the need for all low and moderate income housing. The measure should be expanded, at a minimum, to address privately financed low and moderate income housing.
4. Policy 5.1.1.1., concerning equal housing opportunity, uses the term "marital". Existing Federal law uses the term "familial". Please revise the term "marital" to the term "familial" to be consistent with the Federal law concerning this issue.

STATE GOAL 6 - HEALTH

Major Comments

None.

Minor Comments

1. The measure for Goal 6.1.9. includes a reference to Old Age Assistance, Aid to the Blind and Aid to the Disabled. These categories of aid no longer exist.

Recommendation: Delete these categories of assistance from the measure and include replacement measures. A measure reflect change in the average annual number of cases per month receiving Aid to Families with Dependent Children and Supplemental Security Income would be appropriate.

2. Goal 6.9.4. seeks to "increase the medically indigent populations access to primary health care". The term "medically indigent" has a specific meaning in health care. It is use to refer to people who have become impoverished as a result of under-insurance and/or high out-of-pocket costs for health care. Alternatively, "indigent" refers to a person who has little or no income.

Recommendation: The RPC should consider revising the goal language to be consistent with accepted definitions in health care.

Advisory Comments

1. See attached comments from HRS for recommended language on the Regional Issue discussion of services to children.
2. The Regional Issue discussion of the Pediatric Cluster, on page III-6-6 should be deleted. This facility has been closed.
3. The RPC should consider adding goals and policies addressing AIDS and drug-dependent newborns.
4. Policy 6.9.4.3. states that Medicaid reimbursement levels to physicians should be increased. Medicaid reimbursement rates for physicians were increased by the Florida Legislature in 1987.
5. The RPC should consider adding the Department of Insurance as a coordinating agency for Policy 6.10.6.4.
6. Policy 6.14.1.2. refers to "step-down" beds. A definition of this term would be useful.

STATE GOAL 7 - PUBLIC SAFETY

Major Comments

1. The text states that Policy 7.2.4.4 is to be deleted because

it is a duplicate of Policy 9.1.1.14.; however, the policies are not exact duplicates. Policy 7.2.4.4 states that "there shall be no excavation in or filling of coastal marsh, estuaries or coastal freshwater wetlands outside of designated urban development areas, whereas Policy 9.1.1.14 states that such activities "shall be avoided." The phrase "shall be avoided" is vague. [187.201(9)(b)6, F.S.]

Recommendation: Revise Policy 9.1.1.14 to prohibit these activities in these coastal areas, consistent with Policy 7.2.4.4 or revise the policy to utilize a specific phrase that will indicate how the policy will achieve the regional goal.

2. The text states that Policy 7.2.4.5, concerning the extension of water and sewer services seaward of the Coastal Construction Control Line, is to be deleted because it is a duplicate of Policy 9.2.2.1a. Policy 9.2.2.1a. is not a duplicate, it deals with the exploration and development of mineral and petroleum resources in the Gulf of Mexico. - [187.201(9)(b)6, F.S.]

Recommendation: Do not delete Policy 7.2.4.5 from the CRPP. Alternatively, identify another policy which serves the same purpose.

Minor Comments

1. Section 187.201(7)(b)19, F.S., seeks to increase the state's commitment to stringent enforcement of laws against drunken or drugged driving. The text states that Policy 7.1.1.14., concerning the enforcement of laws against drunken and drugged driving, is to be deleted because it is a duplicate of Policy 7.2.1.12.; however, Policy 7.2.1.12. has also been deleted.

Recommendation: Include a policy for the enforcement of drunken and drugged driving.

Advisory Comments

1. While the plan includes goals and policies addressing hurricane evacuation, the RPC should consider adding policies which specifically address the needs of special needs populations in natural and man made disasters (see attached comments from HRS).
2. In Goal 7.2.1., the term "crash" is more appropriate than the term "accident".
3. The RPC should consider adding HSMV as a coordinating agency for Policy 7.2.1.7.

STATE GOAL 8 - WATER RESOURCES

Major Comments

1. Section 187.201(8)(b)9., F.S., seeks to protect aquifers from depletion and contamination through appropriate regulatory programs and through incentives. The text states that Policies 8.1.4.7 and 8.2.3.6, concerning the use of water wells which create cones of depression are to be deleted because they duplicate Policy 10.1.3.7; however, Policy 10.1.3.7 is also proposed to be deleted, therefore a policy addressing this issue is not included.

Recommendation: Include a policy for the use of water wells which create permanent cones of depression.

2. Section 187.201(8)(b)3., F.S., seeks to encourage the development of local and regional water supplies within water management districts instead of transporting surface water across district boundaries. Policy 8.3.2.30 states that the interbasin transfer of waters from the Suwannee-Santa Fe river system, including groundwaters that provide base flow to the river system, shall be prohibited. The policy is not consistent with the recommendations for the North Central Florida CRPP adopted by the Suwannee River Coordinating Council on October 15, 1990.

Recommendation: Revise the policy as follows to be consistent with the recommendations of the Suwannee River Coordinating Council: The interbasin transfer of waters from the Suwannee-Santa Fe river system, including groundwaters that provide base flow to the river system, shall be prohibited except when there is an overriding public interest as provided by State law (DER, WMD).

Minor Comments

1. Section 187.201(9)(b)3., F.S., seeks to avoid the expenditure of funds that subsidize development in the coastal high hazard area. The text states that Policy 8.2.4.45, concerning the construction of highways in the coastal high hazard area, is to be deleted because it is a duplicate of Policy 9.3.2.18; however, there is no Policy 9.3.2.18.

Recommendation: Include a policy concerning the construction of highways in the coastal high hazard area that ensures that public expenditures do not support increased densities in the coastal high hazard area.

2. The text states that Policy 8.2.5.25, concerning the coordination of land decisions affecting the region's recreation and conservation opportunities, is to be deleted because it is a duplicate of Policy 20.1.1.7; however, Policy 20.1.1.7 addresses the siting of prisons.

Recommendation: Include a policy for the coordination of land use decisions affecting the region's recreation and conservation opportunities.

3. Policy 8.3.2.15, does not state the specific actions to be taken to "coordinate work efforts" to monitor water quality.

Recommendation: Revise Policy 8.3.2.15 to state the specific actions to be taken to coordinate efforts to monitor water quality.

4. Section 187.201(10)(b)2., F.S., seeks to acquire, retain, manage and inventory public lands. Policy 8.3.2.17 does not state the specific actions to be taken to coordinate "to the maximum extent possible" land acquisition programs.

Recommendation: Revise Policy 8.3.2.17 to state the specific actions to be taken to coordinate to the maximum extent possible land acquisition programs.

5. Section 187.201(1)(b)2., F.S., seeks to acquire public lands to provide recreation benefits. Policies 8.3.2.41, 42, 43, 44, 45 and 46 do not state the specific actions to be taken to establish cultural and recreational centers.

Recommendation: Revise the policies to state the specific actions to be taken to establish cultural and recreational centers.

Advisory Comments

1. Goal 8.1.1. seeks to ensure that potable water supply quality and quantity within the region is known. One measure of the goal is the development of a groundwater and surfacewater impact analysis model which forecasts impacts by land use type and intensity of use. There should be a time frame as to when this program will be developed and in use to help in determining potential potable water impacts due to development, particularly large scale developments such as developments or regional impact.
2. The text states that Policy 8.3.6.18 is to be moved to the Implementation Strategy section; however, the policy does not appear in this section. It is recommended that the Council include Policy 8.3.6.18 in either the Implementation Strategy section or in the appropriate Goal and Policy section.

STATE GOAL 9 - COASTAL AND MARINE RESOURCES

Major Comments

1. Section 187.201(9)(a), F.S., seeks to ensure public beach access. The text states that Goal 9.3.3, providing for public access to the marine environment without adverse environmental impacts, is to be deleted. While other goals and policies address the protection of the marine environment, the text does not identify any goals or policies for ensuring public access to the marine environment.

Recommendation: Include a goal and implementing policies ensuring public access to the marine environment.

Minor Comments

1. Section 187.201(9)(a), F.S., seeks to protect coastal and marine resources. The purpose of Goal 9.1.1 is to protect the function, area and quality of coastal basin resources. The measure of the goal is the "annual change in the number of urban land use parcels located within the coastal rivers water basin". The measure is not adequate. For example the measure assumes that coastal basin resources are currently being adequately protected and only future development will cause degradation of these resources. The measure does not includes methods to assess current levels of degradation. In addition, the measure does not address the fact that the CRPP allows development in coastal areas in designated "urban development areas". The measure does not include methods to assess any degradation caused by construction in urban development areas.

Recommendation: Revise the measure for Goal 9.1.1 to adequately provide for the assessment of the protection of the function, area and quality of coastal basin resources, including the effects of current development and construction in designated urban development areas.

2. Section 187.201(9)(b)6., F.S., seeks to encourage land and water uses which are compatible with the protection of sensitive coastal resources. The text states that Policy 9.1.1.9, concerning water table levels in coastal areas, is to be deleted because it is a duplicate of Policy 8.1.4.14; however Policy 8.1.4.14 addresses underground storage tanks.

Recommendation: Include a policy for the maintenance of water table levels in coastal areas at levels which inhibit saltwater intrusion into coastal aquifers.

3. Section 187.201(9)(b)6., F.S., seeks to encourage land and water uses which are compatible with the protection of sensitive coastal resources. The text states that Policies 9.1.1.17 and 9.3.2.7, concerning the extension of water and sewer services into the coastal marsh outside of designated urban development areas, are to be deleted because they are duplicates of Policy 9.2.2.1a.; however Policy 9.2.2.1a addresses the exploration and development of mineral and petroleum resources and the Gulf of Mexico.

Recommendation: Include a policy for the extension of water and sewer services into the coastal marsh outside of designated urban development areas.

4. Section 187.201(9)(b)3., F.S., seeks to avoid the expenditure of state funds that subsidize development in the coastal high hazard area. The text states that Policy 9.1.1.56, concerning the construction of highways in the coastal high hazard area, is to be deleted because it is a duplicate of Policy 9.3.2.18; however, there is no Policy 9.3.2.18.

Recommendation: Include a policy concerning the construction of highways in the coastal high hazard area that ensures that public expenditures do not support increased densities in the coastal high hazard area.

Advisory Comments

1. See attached comments from the Department of Natural Resources concerning recommended revisions to Policies 9.1.1.43. and 9.2.3.2.

STATE GOAL 9 - NATURAL SYSTEMS AND RECREATIONAL LANDS

Major Comments

None.

Minor Comments

1. Goal 10.2.3. seeks to eliminate manatee injury and death, whereas the goal's measure only addresses manatee deaths. Recommendation: Expand the measure for Goal 10.2.3. to include consideration of injuries to manatees.
2. Section 187.201(9)(b)3., F.S., seeks to avoid the expenditure of state funds that subsidize development in the coastal high hazard area. The text states that Policy 10.1.1.49, concerning the construction of highways in the

coastal high hazard area, is to be deleted because it is a duplicate of Policy 9.3.2.18; however, there is no Policy 9.3.2.18.

Recommendation: Include a policy concerning the construction of highways in the coastal high hazard area that ensures that public expenditures do not support increased densities in the coastal high hazard area.

3. The text states that Policies 10.1.2.23 and 10.3.3.21, concerning methods for protecting scenic easements, are to be deleted because they are duplicates of Policy 10.3.6.9. While this is true, Policy 10.3.6.9 also has "strike-through" symbols.

Recommendation: Remove the "strike-through" symbols from Policy 10.3.6.9.

4. Section 187.201(10)(b)1., F.S., seeks to conserve land to maintain its environmental, economic, aesthetic and recreational values. The text states that Policies 10.1.2.25 and 10.3.3.23, concerning the coordination of land decisions affecting the region's recreation and conservation opportunities, are to be deleted because they are duplicates of Policy 20.1.1.7; however, Policy 20.1.1.7 addresses the siting of prisons.

Recommendation: Include a policy for the coordination of land use decisions affecting the region's recreation and conservation opportunities.

5. Section 187.201(10)(b)1., F.S., seeks to protect fish for environmental values. Policy 10.1.12.5. states that a regional caviar industry based upon a sturgeon hatchery/fishery should be established. The sturgeon, as an endangered species, is legally protected from capture or sale. Any fishery would be prohibited. In addition, as a long-lived species, culture from egg to harvest is economically unlikely. It would be at least 8-9 years before the first harvest.

Recommendation: The RPC should delete the policy or examine the legality of sturgeon hatcheries/fisheries.

6. Section 187.201(8)(b)9., F.S., seeks to protect aquifers from depletion and contamination through appropriate regulatory programs and through incentives. The text states that Policy 10.1.3.7, concerning the use of water wells which create cones of depression, is to be deleted because it is a duplicate of Policy 10.1.3.7; however, Policy 10.1.3.7 is also proposed to be deleted, therefore a policy addressing this issue is not included.

Recommendation: Include a policy for the use of water wells which create permanent cones of depression.

Advisory Comments

1. The text indicates that Policies 10.3.2.1 through 10.3.2.10 are to be deleted; however, the policies do not use the "strike-through" symbols.
2. See attached comments from DNR for recommended additional implementing policies for Goals 10.3.1. and 10.3.6.

STATE GOAL 11 - AIR QUALITY

Major Comments

None.

Minor Comments

1. Section 187.201(11)(b)2., F.S., seeks to ensure that developments and transportation systems are consistent with maintenance of optimum air quality. Policy 11.1.2.12, to prohibit the sale of lead-based gasoline, does not implement Goal 11.1.2, which seeks to minimize line sources of air pollution by providing a transportation system, consisting of both public and private transportation systems, for the efficient movement of goods and passengers and provides for the convenient and efficient transfer between transportation modes.

Recommendation: Include policies to implement Goal 11.1.2 and relocate Policy 11.1.2.12 to an appropriate goal.

Advisory Comments

1. Section 187.201(11)(b)2., F.S., seeks to ensure that developments and transportation systems are consistent with maintenance of optimum air quality. Policy 11.1.1.7. states that a computer model of the impacts of various sources of pollutants upon regional air quality shall be developed. The deleted measure for this policy called for the development of this model by 1995. A time frame as to when this computer model will be in existence is important for the review of future development and its potential impact to regional air quality.

STATE GOAL 12 - ENERGY

Major Comments

1. Section 187.201(12)(a), F.S., seeks to reduce the state's energy requirements through enhanced conservation and efficiency measures in all end-use sectors, while at the same time promoting an increased use of renewable energy resources. Goal 12.2.2, which seeks to minimize per capita gasoline consumption, has no implementing policies.

Recommendation: Include implementing policies for Goal 12.2.2.

Minor Comments

1. The purpose of Policy 12.2.3.1. is to "maintain the Florida Energy Code". The short title for the energy code can be misleading since it only applies to construction.

Recommendation: Revise the policy as follows: Maintain the Florida Energy Efficiency Code for Building Construction (DCA, RPC, LGV).

2. The text states that Policy 12.1.3.2, concerning the use of non-disposable items to minimize waste generation, is to be deleted and moved to Policy 13.2.2.12; however, the policy has not been moved.

Recommendation: Add Policy 12.1.3.2 to the appropriate location (under Goal 13.2.2).

Advisory Comments

1. It would be appropriate to include the Governor's Energy Office and the Florida Solar Energy Center as contact agencies for the following policies: 12.1.1.4.; 12.1.2.1.; 12.1.2.2.; 12.1.2.3.; 12.1.3.8.; 12.1.3.9.; 12.1.5.1.; 12.1.5.2.; 12.1.5.3.; 12.2.3.5.; and 12.2.4.2.
2. Rule 27E-4.004(4), F.A.C., requires the CRPP to include standards and measures to be used to give effect to regional policies. Measures throughout this chapter are statewide. Region-wide may be more appropriate for the CRPP.

3. It would be appropriate to include a policy under Goal 12.2.3. concerning the federal Weatherization Assistance Program administered through the Department of Community Affairs to assist low-income families which experience high energy costs due to excessive air infiltration and the poor thermal efficiency of many homes.

STATE GOAL 13 - HAZARDOUS AND NONHAZARDOUS MATERIALS AND WASTE

Major Comments

None.

Minor Comments

1. Section 187.201(13)(a), F.S., requires hazardous waste to be properly managed. Goal 13.1.7 seeks to use technologies which reduce the generation of hazardous waste. One measure for this goal is "the number of Tier Two hazardous material reports filed each year with the Local Emergency Planning Committee." Because of federal reporting thresholds, this measure is not an adequate indicator of the goal of reducing hazardous waste generation.

Recommendation: Use the number of small and large quantity hazardous waste generators as an appropriate measure.

2. Section 187.201(13)(b)4., F.S., encourages the development of environmentally safe hazardous waste treatment, storage and disposal facilities. Policy 13.1.1.6 is not specific because the phrase "regional planning district" is not defined.

Recommendation: Revise Policy 13.1.1.6 to be specific by defining the phrase "regional planning district".

3. Goal 13.1.3 seeks to ensure the safe transportation of hazardous materials and wastes through the region; however, the measure for the goal addresses only hazardous waste spills (and not hazardous material spills).

Recommendation: Include hazardous material spills in the measure for Goal 13.1.3.

4. Sections 187.201(8)(b)9., 10. and 12., F.S., seek to ensure the protection of aquifers from depletion and contamination, protect surface and groundwater quality and quantity, and eliminate the discharge of inadequately treated wastewater and stormwater run-off into waters of the state, respectively. Policy 13.2.6.3a., concerning the placement of septic systems away from waterbodies, is too vague as written to provide reasonable guidance, especially when

linked to the minimum standard of "at least seventy-five feet from the commonly recognized feature's edge."

Recommendation: Revise the policy to clearly define the commonly recognized feature's edge. For example, in a waterbody-wetland-floodplain situation, the recognizable edge may be expressed as the A-zone 100 year floodplain boundary or at least 75 feet from the most landward extent of wetlands, whichever is greater. See the attached comments from the DER for other examples.

5. Sections 187.201(8)(b)9., 10. and 12., F.S., seek to ensure the protection of aquifers from depletion and contamination, protect surface and groundwater quality and quantity, and eliminate the discharge of inadequately treated wastewater and stormwater run-off into waters of the state, respectively. While Policy 13.2.6.3. states that the placement of septic tanks shall be limited to places which will not pollute the groundwater, it does not address the regionally significant fact that karst terrain dominates much of the region.

Recommendation: Revise the policy to include a setback requirement from sink holes and limit the overall possible concentration of units on septic systems within closed drainage basins that drain to sink holes to densities appropriate for the protection of groundwater. See attached comments from the DER for additional recommendations.

Advisory Comments

None.

STATE GOAL 14 - MINING

Major Comments

1. Section 187.201(14)(b)5., F.S., prohibits resource extraction which will result in an adverse effect on environmentally sensitive areas which cannot be restored. A policy which addresses this requirement is not included.

Recommendation: Include a policy to ensure that resource extraction activities will be prohibited in environmentally sensitive areas that cannot be restored.

2. Section 187.201(14)(b)6., F.S., seeks to minimize the effects of resource extraction upon ground and surface waters. The measure for Goal 14.3.3 is not measurable because the phrase "significant degradation" has not been defined.

Recommendation: Revise the measure for Goal 14.3.3 to define the phrase "significant degradation".

Minor Comments

1. Policy 14.2.2.4, concerning the reclamation of mines, does not have a corresponding goal because Goal 14.2.2 is to be deleted.

Recommendation: Include Goal to relate to Policy 14.2.2.4.

Advisory Comments

See attached comments from the DER concerning resource extraction and restoration and reclamation activities.

STATE GOAL 15 - PROPERTY RIGHTS

Major Comments

None.

Minor Comments

1. Rule 27E-4.004(2)(a), F.A.C., requires the CRPP to include a background analysis that identifies the present conditions and trends, analyzes the regional problems, needs, and opportunities, and forecasts future conditions and trends based on expected growth patterns in the region. The proposed text for Regional Issue/Policy Cluster Title #56 uses the term "or for the common good of the people" throughout its background analysis discussion. As a point of clarification, government's authority to restrict property rights arises from its ability and obligation to guarantee the "health, safety and welfare of the community and its citizens as a whole".

Recommendation: Instead of using the language "to protect the common good of its citizens," it would be legally more correct to state that the government's ability to restrict property rights is based on its responsibility to protect and guarantee the health, safety and welfare of the community and its citizens as a whole.

2. Section 187.201(15)(b)1., F.S., seeks to provide compensation, or other appropriate relief as provided by law, to a landowner for any governmental actions that is determined to be an unreasonable exercise of the state's police power so as to constitute a taking. It could be construed that Policy 15.1.1.4. is limiting constitutional guarantees to only those listed in the policy.

Recommendation: Revise the policy as follows: Governments regulations shall not violate specific constitutional guarantees such as ,including but not limited to, the right to travel, equal protection, or the taking of property without compensation (DCA,DLA,LGV).

3. Section 187.201(15)(b)1., F.S., seeks to provide compensation, or other appropriate relief as provided by law, to a landowner for any governmental actions that is determined to be an unreasonable exercise of the state's police power so as to constitute a taking. The phrase "seek to control something" in Policy 15.1.1.5. is vague and does not state the specific actions to be taken to implement the goal.

Recommendation: Revise the policy by stating the specific actions to be taken to ensure that "government shall not seek to control something beyond its power."

4. Section 187.201(15)(b)1., F.S., seeks to provide compensation, or other appropriate relief as provided by law, to a landowner for any governmental actions that is determined to be an unreasonable exercise of the state's police power so as to constitute a taking. Policy 15.1.1.7. is discretionary, the RPC should consider mandatory language.

Recommendation: Consider the following replacement for the policy: "Government shall not differentiate property into distinct groups unless the government has a reasonable basis for such differentiations. Such differentiations shall give similar treatment to individuals within each group."

5. Policy 15.1.1.8. is discretionary, the RPC should consider mandatory language.

Recommendation: Consider the following replacement for the policy: "Government shall not create different categories or treat categories differently unless there is a reasonable basis for such categorization."

6. Section 187.201(15)(b)1., F.S., seeks to provide compensation, or other appropriate relief as provided by law, to a landowner for any governmental action that is determined to be an unreasonable exercise of the state's police power so as to constitute a taking. Policy 15.1.2.2. states that "the physical invasion of private property by a government entity shall constitute a taking." The physical invasion of private property by a governmental entity does not always constitute a "taking."

Recommendation: The word "shall" should be replaced with "may." Alternatively, the policy could be deleted, since it merely restates a point of law.

7. Section 187.201(15)(b)1., F.S., seeks to provide compensation, or other appropriate relief as provided by law, to a landowner for any governmental actions that is determined to be an unreasonable exercise of the state's police power so as to constitute a taking. The phrase "other takings" in Policy 15.1.2.3. is vague.

Recommendation: Include a definition or clarification of the phrase "other takings."

8. Section 187.201(15)(b)1., F.S., seeks to provide compensation, or other appropriate relief as provided by law, to a landowner for any governmental actions that is determined to be an unreasonable exercise of the state's police power so as to constitute a taking. The first Policy 15.1.2.9. is vague and does not state the specific actions to be taken to implement the goal.

Recommendation: Revise the policy to state the specific actions to be taken to afford relief to local governments.

9. Section 187.201(15)(b)1., F.S., seeks to provide compensation, or other appropriate relief as provided by law, to a landowner for any governmental actions that is determined to be an unreasonable exercise of the state's police power so as to constitute a taking. The term "shall" in Policy 15.1.3.1. does not allow for new case law or legal interpretations.

Recommendation: Replace the word "shall" with "may."

10. Section 187.201(15)(b)2., F.S., seeks to determine compensation or other relief by judicial proceeding rather than by administrative proceeding. In Policy 15.1.2.6., it is unclear as to what "administrative appeals procedures" are being referred to. If the reference is to the administrative appeal process in general, then the policy is unrealistic and outside the control of any affected parties.

Recommendation: Revise the policy to identify what administrative appeals procedures are being referred to. If it is the general process, the policy should be deleted.

11. Policy 15.1.5.4. is not an appropriate policy for the CRPP because it is unrealistic and outside the control of any affected parties.

Recommendation: The RPC should consider deleting the policy.

12. Section 187.201(15)(b)2., F.S., seeks to determine compensation or other relief by judicial proceeding rather than by administrative proceeding. Policy 15.1.5.6. states that "a property owner shall be limited to injunctive relief in cases where a government regulation is deemed unconstitutional and not deemed a taking." There may be circumstances in which the remedy is not limited to injunctive relief.

Recommendation: Change the mandatory nature of the policy by replacing "shall" with "may."

Advisory Comments

1. Beginning dates for the measures for Goals 15.1.1., 15.1.2. and 15.1.3. would prove useful.
2. Policies 15.1.5.5. and 15.1.2.5. are duplicates. The RPC should delete one of the policies.
3. Policies 15.1.2.6. and 15.1.5.7. are duplicates. In light of the RPC's deletion of duplicate policies, one of these policies should be deleted.
4. The word "appeals" in Goal 15.1.5. should be "appeal." Also, the measure for the goal is unrealistic and outside of the control of affected parties. The RPC should use the word "appeal" in the goal. Also, revise the measure to be realistic and within the control of affected parties.
5. The second Policy 15.1.2.9. and Policy 15.1.2.10. are duplicates. In light of the RPC's deletion of duplicate policies, one of these policies should be deleted.

STATE GOAL 16 - LAND USE

Major Comments

None.

Minor Comments

1. The text states that Policy 16.2.3.23, concerning the coordination of land decisions affecting the region's recreation and conservation opportunities, is to be deleted because it is a duplicate of Policy 20.1.1.7; however, Policy 20.1.1.7 addresses the siting of prisons.

Recommendation: Include a policy for the coordination of land use decisions affecting the region's recreation and conservation opportunities.

Advisory Comments

1. The RPC should consider adding the FDOT as a coordinating agency for the following policies: 16.1.1.17.; 16.1.6.2.; 16.1.6.3.; 16.1.7.10.; 16.1.7.13.; 16.2.2.25.; 16.2.5.2. and; 16.2.5.5.
2. See attached comments from DNR for recommended revisions to policies under Regional Issue 16.2.

STATE GOAL 17 - DOWNTOWN REVITALIZATION

Major Comments

None.

Minor Comments

1. Section 187.201(17)(b)3., F.S., seeks to promote state programs and investments which encourage redevelopment of downtown areas. Policy 17.1.1.3. does not state the specific actions to be taken to give downtown areas priority for major cultural and governmental facilities.

Recommendation: Revise Policy 17.1.1.3. to state the specific actions to be taken to give downtown areas priority for major cultural and governmental facilities.

Advisory Comments

1. Goal 17.1 should be numbered 17.1.1 and Policy 17.1.1 should be numbered 17.1.1.1.

STATE GOAL 18 - PUBLIC FACILITIES

Major Comments

1. Section 187.201(18)(a), F.S., requires the protection of substantial investments in public facilities that already exist and planning for and financing of new facilities to serve residents in a timely, orderly and efficient manner. Goal 17.1.2 seeks to ensure that local government comprehensive plans contain strategies for maximizing the use of existing public facilities. The measure of the Goal is the "annual change in the number of state and local plans which incorporate level of service standards by facility type." This measure is not adequate; the mere adoption of level of service standards does not ensure that the use of existing public facilities will be maximized.

Recommendation: Revise the measure for Goal 17.1.2 to include a method for evaluating if the use of existing public facilities is maximized.

Minor Comments

2. Section 187.201(18)(b)10., F.S., encourages the development of graywater systems to extend existing sewerage capacity. The text states that Policy 17.1.1.10., concerning the development of gray water systems, is to be deleted because it is a duplicate of Policy 13.2.45.6.; however, there is no Policy 13.2.45.6.

Recommendation: Include a policy for the development of gray water systems.

3. Section 187.201(9)(b)3., F.S., seeks to avoid the expenditure of state funds that subsidize development in coastal high hazard areas. The text states that Policy 17.2.1.12., concerning the construction of highways in the coastal high hazard area, is to be deleted because it is a duplicate of Policy 9.3.2.18.; however, there is no Policy 9.3.2.18.

Recommendation: Include a policy for the construction of highways in the coastal high hazard area that ensures that public expenditures do not support increased densities in the coastal high hazard area.

4. The text states that Policy 17.2.5.1, concerning the use of intergovernmental coordination to eliminate duplicate government facilities and services, is to be deleted because it is a duplicate of Policy 20.1.5.3.; while Policy 20.1.5.3 addresses this issue, it is limited to recreational facilities.

Recommendation: Either keep Policy 17.2.5.1 in the CRPP or revise Policy 20.1.5.3 to address all government facilities and services.

Advisory Comments

1. While Policy 17.2.1.12a. does not include text language stating it is to be deleted, the Policy has delete symbols through it. The delete symbols should be removed from the Policy.
2. The text states that Policy 17.2.1.12c., concerning an increase in the gasoline tax, is to be deleted because it is a duplicate of 21.1.1.2.; however, Policy 21.1.1.2. deals with economic diversification.

STATE GOAL 19 - CULTURAL AND HISTORIC RESOURCES

Major Comments

None.

Minor Comments

1. Section 187.201(19)(a), F.S., seeks to increase access to historical and cultural resources and programs and encourage the development of cultural programs of national excellence. Goal 18.2.1 seeks to establish a program in each county for the development of historical and cultural programs. The measure for this goal is the "annual change in the number of local comprehensive plans which adequately address this goal". While this measure is acceptable for historical programs (because Rule 9J-5, F.A.C., requires local comprehensive plans to address the identification, designation and protection of historic resources), it is not acceptable for cultural programs (because Rule 9J-5, F.A.C., does not include requirements for cultural programs).

Recommendation: Revise the measure for Goal 18.2.1 to include a method for evaluating the development of cultural programs.

Advisory Comments

None.

STATE GOAL 20 - TRANSPORTATION

Major Comments

None.

Minor Comments

1. Section 187.201(20)(b)8., F.S., seeks to encourage the construction and utilization of a public transit system, in lieu of the expansion of the highway system. Policy 19.1.2.1b. has been revised to state that transit systems in the region "should" implement small shuttles to meet the needs of the region. The original policy included a "shall" statement and also referred to a computer system to minimize detours. It is unclear if the policy will still be implemented due to the change to the discretionary "should" term and the deletion of the reference to the computer system.

Recommendation: Restore the original policy language or revise the policy to state the specific actions to be taken to implement small shuttles to meet the needs of the region.

2. Section 187.201(20)(b)12., F.S., seeks to avoid transportation improvements which encourage or subsidize increased development in coastal high hazard areas. The text states that Policy 19.2.1.14, concerning the construction of highways in the coastal high hazard area, is to be deleted because it is a duplicate of Policy 9.3.2.18; however, there is no Policy 9.3.2.18.

Recommendation: Include a policy concerning the construction of highways in the coastal high hazard area that ensures that public expenditures do not support increased densities in the coastal high hazard area.

Advisory Comments

1. The RPC should consider the following revisions to Policy 19.2.1.2a., "Within designated urban development areas, state and local governments should reserve adequate rights-of-way adjacent and parallel to limited-access highways, ~~for the construction of commercial and industrial area access roads to accommodate to accommodate ultimate expansion of facilities.~~ (DCA, DOT, RPC, LGV)".
2. In reference to Policy 19.2.1.17, which addresses potential impacts of currently undeveloped subdivisions on transportation facilities, it is recommended that a clarification or direction is provided with respect to the vesting rights of already approved undeveloped subdivisions. Also, it is advisable to include FDOT as an additional coordinating agency since State roads may be impacted.
3. The standard for Policy 19.1.1.1. refers to Table 1; however, Table 1 has been renumbered Table 2. The RPC should revise the standard for Policy 19.1.1.1. and Table 2 to be consistent by referencing the same number.
4. While the meanings of footnotes 11 and 12 are explained in textual form, the corresponding location of the footnotes in Table 2 is not identified. The RPC should identify the correct corresponding location of footnotes 11 and 12 in Table 2.

GOAL 21 - GOVERNMENTAL EFFICIENCY

Major Comments

1. Section 187.201(21)(b)7., F.S., encourages the restructuring of city and county political jurisdictions with the goals of greater efficiency and high-quality and more equitable and responsive public service programs. Given the efforts of the Region's local governments and the legislature to

address issues such as consolidation, annexation and municipal reserve areas in the North Central Florida Region, particularly in Alachua County, the regional plan should provide specific guidance pertaining to the restructuring of local jurisdictions in a manner consistent with the State Comprehensive Plan.

Recommendation: Discuss recent initiatives in this area in the Region in the regional issues element. Include more or more specific policies supporting the appropriate restructuring of political jurisdictions consistent with the State Comprehensive Plan.

Minor Comments

1. Section 187.201(21)(a), F.S., directs governments to economically and efficiently provide the amount and quality of services required by the public. The proposed new measures for Goals 20.1.1., 20.1.2., 20.1.5. and 20.2.2., are too narrow and thus inadequate to measure the achievement of the regional goals. Reliance solely on local government comprehensive plans to measure progress will limit information to only those issue areas covered in local plans and also fails to assess actions by other local, regional, and state private and public entities.

Recommendation: Reconsider the proposed goals to establish measures that will more fully capture and evaluate progress achieved in the Region.

2. Policy 20.1.1.4., concerning forestry and economic development, does not appear to implement and further the governmental efficiency goals and policies of the State Comprehensive Plan.

Recommendation: Delete the policy or establish the need for the policy in regional issues element.

3. The deletion of Policies 20.1.4.4., 20.1.11.2. and 20.2.7.5., which call for the development and maintenance of specific regional data bases appears inappropriate. Even if these these activities have been initially accomplished, maintaining these data bases will require ongoing effort and vigilance. This may be assisted by retention of these policies.

Recommendation: Retain these policies or amend the related implementation strategies to clearly show how these data bases will be maintained.

4. Section 187.201(21)(b)2., F.S., calls for the creation of independent special taxing districts which have uniform general law standards and procedures and do not overburden

other governments and their taxpayers while preventing the proliferation of independent special taxing districts which do not meet these standards. Policies 20.2.1.1. and 20.2.1.2. concerning special districts do not include the Department of Community Affairs (DCA) as a contact agency.

Recommendation: Include the DCA as a contact agency for the policies.

Advisory Comments

1. See attached comments from the Florida Department of Commerce concerning possible data sources for the measures for Goals 21.1.5, 21.1.6. and 21.1.12.

STATE GOAL 22 - THE ECONOMY

Major Comments

None.

Minor Comments

None.

Advisory Comments

None.

STATE GOAL 23 - AGRICULTURE

Major Comments

None.

Minor Comments

1. Section 187.201(23)(b)4., F.S., seeks to stimulate research, development, and application of agricultural technology to promote and enhance the conservation, production and marketing techniques available to the agriculture industry. The text states that Policy 22.1.1.5., concerning the development of strategies to ensure the continuance of agricultural and silvicultural land uses, is to be deleted because it is a duplicate of Policy 16.1.1.12a. Policy 16.1.1.12a. merely encourages agriculture and silviculture uses to continue and does not address developing strategies to ensure the continuance of the land uses.

Recommendation: Include a policy for the development of strategies to ensure the continuance of agricultural and

silvicultural land uses or revise Policy 16.1.1.12a. to address this issue.

Advisory Comments

1. It may be more appropriate to use the word "profit" in Policies 22.1.6.1. and 22.2.1.3. rather than the word "yield."

STATE GOAL 24 -- TOURISM

Major Comments

None.

Minor Comments

None.

Advisory Comments

None.

STATE GOAL 25 -- EMPLOYMENT

Major Comments

None.

Minor Comments

None.

Advisory Comments

1. The RPC should consider adding HRS to the list of coordinating agencies for Policies 24.1.1.3. and 24.1.5.17.
2. The RPC should consider adding the following language to Policy 24.1.4.9. "County and regional trends in the percentage of total persons who receive job training, along with labor market needs analyses, should be made available to HRS (RPC, DLES)".
3. The RPC should consider adding the enrollment of target population in vocational technical programs as an additional measure for Goal 24.1.5.
4. The RPC should consider shortening the measure for Goals 24.1.6. and 24.2.3. from one year to three or six months.

STATE GOAL 26 - PLAN IMPLEMENTATION

Major Comments

None.

Minor Comments

1. Section 187.201(26)(a), F.S., seeks to integrate systematic planning capabilities into all levels of government in Florida with particular emphasis on improving intergovernmental coordination and maximizing citizen involvement. The proposed new measures for Goals 25.1.1. and 25.2.1., are too narrow and thus inadequate to measure the achievement of the regional goals. Reliance solely on local government comprehensive plans to measure progress will limit information to only those issue areas covered in local plans and also fails to assess actions by other local, regional, and state private and public entities.

Recommendation: Reconsider the proposed goals to establish measures that will more fully capture and evaluate progress achieved in the Region.

Advisory Comments

None.

IMPLEMENTATION STRATEGIES

Major Comments

None.

Minor Comments

1. Rule 27E-4.004(5)(c), F.A.C., requires the CRPP to contain an implementation strategy which consists of an ongoing planning activities portion. Implementation strategies related to several regional goals indicate either a leading or supporting role for the DCA in achieving the desired result, e.g., Goals 7.1.1., 7.2.2., 7.2.3., 8.1.11., 16.1.1., 20.1.8., 20.1.10. and 21.1.7. These implementation strategies could be more effective if they specifically identified the role the Council will play in bringing these strategies to the attention of the relevant agencies and getting the pertinent agencies to undertake the assignments.

Recommendation: Revisit the implementation strategies to more clearly identify how external agencies will be notified of and persuaded to undertake specific projects.

Advisory Comments

1. The implementation strategy for Goal 5.1.1. seems to contain a typographical error. It appears that "DLA" should be "DCA" in this strategy.